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ABSTRACT

Most of this document consists of the individual reports approved by the 25 Forums at the 1970 White House Conference on Children. Also included are the conference preamble that set the tone of the conference proceedings; the letter of transmittal submitted to the President by the national conference chairman, Stephen Hess; and an appendix containing lists of conference staff, consultants, advisory committees, and contributors. (AJ)

Report to the President

White House Conference on Children

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1

White House Conference on Children 1970, Washington, D.C.

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Table of Contents

Preamble 4

Letter of Transmittal 5

Forum Reports

Emergence of Identity: The First Years 17
Expressions of Identity: The School-Age Child 41
Crisis in Values 61
The Future of Learning: Into the Twenty-First Century 73
Creativity and the Learning Process 87
The Right to Read 103
Confronting Myths of Education 121
Educational Technology: Constructive or Destructive? 143
Keeping Children Healthy: Health Protection and Disease Prevention 153
Making Children Healthy: Delivery of Health Care Services 181
Children Who Are Handicapped 195
Children Who Are Injured 207
Changing Families in a Changing Society 225
Children and Parents: Together in the World 239
Family Planning and Family Economics 257
Developmental Child Care Services 271
Children Without Prejudice 293
"It's All Where You Live": Children and Their Physical and Social Environments 305
Child Development and the Mass Media 323
The Child and Leisure Time 333
The Rights of Children 343
Children in Trouble: Alternatives to Delinquency, Abuse and Neglect 371
The Child Advocate 387
About the Law: Communicating the Law's Message to Children 399
Child Service Institutions: Meeting the Needs of the Seventies 409
Results of Ballotting 423
Back-up Statements 428

Appendix

Staff List 443
Consultants 445
Advisory Committees 446
Contributors 449

Preamble

As we begin this significant national reassessment, let us remind ourselves of our purpose.

This should be a Conference about love . . . about our need to love those to whom we have given birth . . . and those who are most helpless and in need . . . and those who give us a reason for being . . . and those who are most precious for themselves—for what they are and what they can become. Our children.

Let us ask what we want for our children. Then let us ask not less for all children.

We want for our children a home of love and understanding and encouragement.

We want for our children a full opportunity for learning in an environment in which they can reach and grow and take pride in themselves.

We want for our children the right to be healthy, to be free of sickness. But if sickness comes, to have the best care humanly possible.

We want for our children the right to have the respect of others. We want them to have respect and dignity as a *right* because they are, not because of who their parents are.

We want for our children to live under laws that are fair and just and that are administered fairly and justly.

We want for our children to love their country because their country has earned their love, because their country strives to create peace and to create the conditions of a humane and healthy society for all of its citizens and is dedicating the resources necessary to redeem its commitment to these ends.

This we want for our children. Therefore this we must want for *all* children. There can be no exceptions.

To those who have food, it is intolerable that there is a child somewhere in our land who is ill-nourished.

To those who live beneath a sound roof, it is intolerable that there should be a child who is ill-housed and without adequate clothes.

That we are well, so then is it intolerable that a child is needlessly sick or lives in an environment that poisons his body or mind.

That we have the knowledge, so then is it intolerable that there is some child who does not have a full opportunity to learn.

That we are a Nation founded on equality, so must we not tolerate intolerance in ourselves or our fellows.

We must recognize that there is some child in special need. And he especially must be our child.

At a time when it is all too easy to accuse, to blame, to fault, let us gather in trust and faith to put before the Nation that which is necessary and best.

All this we say with the greatest sense of urgency and conviction. Our children and our families are in deep trouble. A society that neglects its children and fears its youth cannot care about its future. Surely this is the way to national disaster.

Our society has the capacity to care and the resources to act. Act we must.

There is a need to change our patterns of living so that once again we will bring adults back into the lives of children and children back into the lives of adults.

The changes must come at all levels of society—in business, industry, mass media, schools, government, communities, neighborhoods, and, above all, in ourselves. The changes must come *now.*

We as Delegates to the 1970 White House Conference on Children do now affirm our *total commitment* to help bring our Nation into a new age of caring. Now we begin.

The President
The White House
Washington, D. C. 20500

Dear Mr. President:

On December 5, 1969, when you appointed me as National Chairman of the White House Conference on Children and Youth, you stated:

> Never has this White House Conference come at a time of greater national questioning. Long held attitudes on such subjects as family planning, pornography, health services, school curricula, sex education, family structure, drug abuse, moral standards, governance of higher education, responsiveness of government—all are now openly challenged and debated.
>
> *The White House Conference can and will define problems, seek new knowledge, evaluate past success and failure, and outline alternative courses of action.*

I believe that this report, which I am pleased to transmit to you, demonstrates how well the Children's Conference met this challenge. But the accomplishments and the lessons of the Children's Conference are not all reflected in this report. Therefore, in addition to stating what I believe to be important themes of this document, I would like to take this opportunity to relate a number of other unique aspects of the Conference.

First, the design. One of our earliest decisions was to separate the children and the youth phases of the Conference. Our purpose was to give both children and youth the time and attention they so much need. While all young people are affected by certain common factors, there are numerous areas where age is a critical element. This has long been reflected in our social institutions and our laws, which usually distinguish between the child and the adolescent. But today the differences have become even more pronounced, with youth becoming more and more concerned with what was once considered the adult domain of public affairs, while children still live in their own special world. We were determined not to let this important children's world become secondary because of the greater attention currently being paid to youth.

Hence, we decided to hold a Children's Conference (ages 0–13) in December 1970 and a Youth Conference (ages 14–24) in April 1971. It is my firm belief that it will no longer be realistic for future planners to hold a single Conference for both groups.

Next, our approach to the Children's Conference. From your mandate, several things became evident. For one, a significant amount of pre-Conference study was needed if we truly were to "define problems, seek new knowledge" and "evaluate past success and failure." Certainly such a considerable task could not adequately be accomplished by 4,000 people suddenly brought together for a brief week in Washington.

Second, the Conference had to be *multi-disciplinary* bringing together social scientists and clergymen, educators and businessmen, health practitioners and lawyers, parents, media representatives, children and many others to work together toward solving the many related and overlapping problems affecting children. It had

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to break down organizational and professional barriers that have prevented open discussion and cooperation in the past.

Finally, the delegates could not merely be passive observers at massive sessions where experts read their papers. If they were to carry home new insights into children's lives, new motivations, new desires for cooperation among disciplines, the delegates had to be active participants in the Conference. Thus we had to develop new Conference techniques—visits to institutions dealing with children; the use of such media as films to capture children in their own surroundings; the creation of smaller, inter-disciplinary discussion groups; the involvement of delegates in situations similar to those encountered by children. The Conference had to become a learning process, with the child as the central focus.

With all of these factors in mind, we began our extensive pre-Conference work. In early January of 1970, we started to collect ideas from around the country on what specific issues the Children's Conference should explore—defining the problems. Regional meetings with state leaders were held in Atlanta, Chicago and San Francisco as well as in Washington. There were one- to three-day conferences with experts in such fields as health, law, education and nutrition. In the course of several months, more than 1,500 individual suggestions were received.

With these in hand, the task of synthesizing—of setting priorities, of placing the suggestions into a workable context—was given to five staff members: an educator, a lawyer, a dentist, a sociologist, and a psychologist specializing in early child development. In many ways, the experiences of this group were a model for the Conference plan. Here were professionals, who, because of differences in training and experience, held different ideas as to what should be included in the Conference. Clearly, if they were unable to resolve their differences, to go beyond their own disciplines, the prospects for a multi-disciplinary Conference were poor. Needless to say, they did have disagreements. But through some process, which even they cannot explain, they began to work together as a team. Pet theories and professional jargon were kept to a minimum. Emphasis was placed not on the needs and desires of the various professionals, but on the needs of the child.

On Wednesday, April 1, 1970, we brought together an outstanding group from all disciplines to review our tentative plans. They were asked to identify omissions and to point out where too much emphasis was being placed. Although they were enthusiastic about the overall concept and content, they did have some reservations. We went back to the drawing boards and made additional revisions.

So, after more than three months of listening, thinking, arguing and revising, a plan for an exciting White House Conference on Children emerged. The Conference was divided into the following seven areas and 26 forums:

Individuality:

1. "I'm Me." (A film made by children.)
2. Emergence of Identity: The First Years.
3. Expressions of Identity: The School-Age Child.
4. Crisis in Values.

Learning:

5. The Future of Learning: Into the Twenty-first Century.
6. Creativity and the Learning Process.
7. The Right to Read.
8. Confronting Myths of Education.
9. Educational Technology: Constructive or Destructive?

Health:

10. Keeping Children Healthy: Health Protection and Disease Prevention.
11. Making Children Healthy: Delivery of Health Care Services.
12. Children Who Are Handicapped.
13. Children Who Are Injured.

Parents and Families:

14. Changing Families in a Changing Society.
15. Children and Parents: Together in the World.
16. Family Planning and Family Economics.
17. Developmental Child Care Services.

Communities and Environments:

18. Children Without Prejudice.
19. "It's All Where You Live:" Children and Their Physical and Social Environments.
20. Child Development and the Mass Media.
21. The Child and Leisure Time.

Laws, Rights and Responsibilities:

22. The Rights of Children.
23. Children in Trouble: Alternatives to Delinquency, Abuse and Neglect.
24. The Child Advocate.
25. About the Law: Communicating the Law's Message to Children.

Child Service Institutions:

26. Child Service Institutions: Meeting the Needs of the Seventies.

The next step was to select members for the 24 pre-Conference forums which we created. Again, the goal was to bring together people representing a variety of skills, experiences, philosophies and constituencies. The 16 members of each forum had a number of critical tasks. It was they, who, with the Conference staff aid, had to seek the new knowledge. It was they who had to evaluate past success and failure. It was they who had to distill this information in preliminary working papers prepared for the Conference delegates. And it was they who had the difficult job of developing special presentations to give delegates added insight into their areas of concern.

I would like to say that, despite serious time and financial constraints, prior non-Conference commitments, and, on the part of some, apprehension about the value of such undertakings, the nearly 400 forum members performed their tasks extraordinarily well. They searched for new information in a variety of settings, from classroom to commune. To better understand how children feel, many of them met with children themselves. Still others experimented with new programs to test innovative approaches to their work. They were encouraged to share their observations and ideas with many citizens as they went about developing their papers.

They also created striking presentations that produced excellent conference by-products—films, records, booklets. For example, the *Future of Learning* forum developed a multi-media presentation on "Learning in the 21st Century," using laser beams, nine screens, and a live actor. The forum on *Confronting Myths of Education* produced a recording of various national leaders speaking on education. The forum on *Children and the Mass Media* held televised hearings on the effect of the media on children. The *Children in Trouble* forum made several films showing conditions in juvenile institutions and including interviews with doctors, judges, lawyers and custodians.

While the forums were conducting their work, many other innovative activities were being undertaken as part of the Conference process:

The Library of the Department of Health, Education, and Welfare prepared *An Annotated Bibliography on Children*, which was coded by Conference subject areas and distributed to interested groups.

The Office of Education developed for the use of Conference participants 34 brochures describing model programs in childhood education.

Largely through the efforts of the representatives of 32 Federal agencies, we were able to publish *Profiles of Children*, a comprehensive and widely praised reference work.

After a systematic analysis of hundreds of films, the Conference organized several programs of films by, for, and about children, and published *World of Children*, an annotated listing of outstanding children's films and of where they can be obtained.

In cooperation with the Music Educators National Conference, we produced "The Sounds of Children," an exciting production of music and dance by youngsters from all over the Nation, which was filmed for network television viewing.

A series of six background papers by experts on such subjects as nutrition, the status of minority group children and day care was commissioned and distributed to Conference delegates working in the appropriate areas.

A unique souvenir program was designed to give a "child's-eye view" of the Conference subject areas through original artwork, essays and poetry by children themselves.

The close working relationship between the State Committees and the Conference staff resulted in the publication of a *Directory of State Committees, Councils, and Commissions on Children and Youth.* Many state committees also held conferences involving thousands of people (44,000 in Missouri and 24,000 in Pennsylvania, for example), and their reports were often of considerable help to those writing forum papers.

A Technical Assistance Committee, consisting of representatives from national organizations, and a Business-Industry Council each met several times to assist the staff in planning the Conference.

The National Chairman held informal weekly meetings with Washington-area school children, and transcripts of these sessions were made available to forum chairmen.

A one-hour television briefing was produced by Washington's WETA through a grant from the Corporation for Public Broadcasting and aired at least once by all Public Television stations during the week prior to the Conference.

An imaginative Exhibition Hall was arranged for the Conference, featuring materials, equipment and programs dealing with child care, education, recreation and health.

At the same time, the Conference staff was directing the complex task of delegate selection, taking pains to insure that the 4,000 persons invited would be representative of virtually all groups in the Nation. The delegates would have to come from all sections of the country. Twenty percent would have to be youth. At least twenty percent would have to be from minority groups. Instructions regarding adequate representation of all groups were sent to the Nation's governors and to voluntary national organizations, which together did the actual selecting of the majority of delegates. Each state was allowed to choose a basic 11 delegates, plus two more for each seat it holds in the United States House of Representatives. Thus Wyoming, with one Congressional seat, had 13 delegates, while California, with 38 seats, had 87 delegates.

The delegates were asked to state their preferences for forum assignments. Their preferences were then matched with the demographic balance desired for each forum, in line with the inter-disciplinary approach to the Conference; efforts were made to avoid putting all medical professionals on the health forums or all educators on the learning forums. In a majority of cases, it was possible to assign delegates to the forums which had been their first choices.

Meantime, the pre-Conference groups completed their working papers. These were printed and mailed to the delegates so that, upon arriving in Washington, they would be more familiar with the subjects they would be dealing with at the Conference. The proposals in the working papers were by no means meant to be the final recommendations of the Conference. Rather, they served as an essential starting point for the deliberations of the delegates, who would fashion the ultimate recommendations.

At the Conference, the methods chosen by the forums to involve delegates as participants were often highly innovative and sometimes even startling. For example, Forum #3 (Expressions of Identity: The School-Age Child) built an "environment" out of cardboard, dowels, pulleys and other materials in which the delegates held their meetings. This was part of its efforts to have the delegates shed their real identities—including their names, their professional credentials and other characteristics—and simulate as nearly as possible the manner in which a child's identity is formed.

Similarly, at a meeting of Forum #18 (Children Without Prejudice), an Iowa elementary school teacher segregated the forum members by eye color, providing "the blue-eyed people" with humiliating experiences and "the brown-eyed people" with preferential treatment, thereby surfacing the less admirable aspects of human nature.

Other forums visited facilities related to their work. One group went to Washington's Junior Village and filmed conditions there. Some visited local schools. Others went to the hospitals to observe the treatment of children. These techniques, I believe, helped give delegates a sense of deep involvement in the work of the Conference, and in the lives of children.

During the Conference, it became apparent that some delegates were concerned with issues that went beyond the scope of any individual forum. These participants felt it was necessary to give visibility to problems of a more national dimension and also to focus upon the unique needs of children in specific groups. In short, some felt, rightly or wrongly, that the Conference was not dealing with "the real issues."

I concluded that it was proper and correct for the Conference to give *official* recognition to those groups that could show by a simple petition mechanism that they represented a portion of the delegate body, and to give these "official caucuses" the same rights as the Conference forums: meeting rooms, logistical support, a place on the Conference ballot, an opportunity to state their case in a film made at the Conference and shown at the concluding sessions, and representation on the platform at these final sessions.

That minority groups might choose to organize caucuses is not in itself unique. But to my mind what is worth noting is that here we had a *coalition* of minority groups seeking to work within the framework of the Conference if given the opportunity. When that opportunity was provided, their efforts contributed to the success of the Conference. Perhaps this experience can serve as a model of how people holding different views and representing different constituencies can come together in pursuit of resolving problems.

From the forums and caucuses came 16 statements of "overriding concern," which were placed on a ballot. Every delegate was given the opportunity to rank these propositions in order of importance. (It should be noted that in a number of instances, caucus recommendations were similar to those proposed by the forums.) Each of the 25 forums also was able to put one "specific recommendation" on the ballot, with those voting asked to select the six considered of highest priority. In this way, the full sanction of the White House Conference was given to a limited number of recommendations judged of most immediate importance to the Nation. (A complete list of these recommendations is included as a separate section of this report.)

It would be impossible to summarize in a brief passage the content and tenor of the many recommendations of the 1970 White House Conference on Children. Delegates were concerned with virtually every facet of life which affects our children. Still, it is of value, I believe, to attempt to identify the more salient themes which seems, at least to me, to be common to most of the Conference reports.

These reports, taken together, constitute a broad commentary on America—and a deeply disturbing one. They indict the Nation for vast neglect of its children. They challenge the proposition that ours is a child-centered society. Instead they say that the child—as far as our institutions and laws are concerned—is too often a forgotten American. As stated in one report:

> . . . Our national rhetoric notwithstanding, the actual patterns of life in America today are such that children and families come last.

The reports strongly urge deep reforms at all levels of society—in the home, the school, the health system, the mass media, and local, state, and Federal government.

Generally the recommendations speak to the need for comprehensive programs. There is the feeling that for too long institutional provincialism has encouraged fragmentation and separatism among those who deal with children. As a result, there is unnecessary duplication of services, increased costs, competition for scarce resources and a lack of accountability. Along with the call for a comprehensive approach is a desire for locally-administered, community-controlled programs. But while local control is felt to be critical, the reports also stress the need for a child advocacy agency in the Federal government. No matter what the content area, there is virtual consensus that we must establish some form of child advocate system, a recommendation previously made by the Joint Commission on Mental Health of Children. In the words of one forum:

In view of the past history of the neglect of children, it is the belief of this forum that such an agency is necessary before other recommendations can be effectively implemented.

One essential ingredient of the proposed child advocate system and of the call for comprehensive programs is the emphasis on the need to bring families together as the primary focus of the child's life. One report remarks:

We call for a reordering of priorities at all levels of American society so that children and families come first.

Other similar statements stress both the importance of the family and the need to recognize that there is more than one type of American family.

The delegates felt that the basic foundation for a comprehensive family-centered program is an adequate family assistance program. The following statement by one forum is indicative of this sentiment:

Since family stability is essential to observance and demonstration of a healthy value system, we recommend . . . a comprehensive family assistance program based upon a family income standard that will assure reasonable economic security.

Early child development is yet another prevalent theme. Most experts agree that a large share of a child's mental growth takes place long before he enters school, and that society should help to enrich these early years. The forum studying educational technology, for example, proposes a commission to study the possibility of starting public education at age three or four. Another proposal—by the forum concerned with developmental child care services—asks the Federal government to commit $6 billion to $10 billion a year by 1980 to develop a nationwide network of supplementary child care services which, in effect, would guarantee quality child services for all.

The consensus was that changes must take place in virtually all of our social institutions if we are to meet the needs of our children. The forums expressed particular dissatisfaction with the institution of public education. Here it is highly significant that, unlike previous White House Conference reports, the emphasis now is on *qualitative* rather than *quantitative* aspects of education. As one of the learning forums noted:

Education has long been locked into a monolithic structure that has frustrated most fundamental efforts for change. We need to develop a wide range of new options and new programs within and parallel to the present system of public education. We need funds—massive funds—to develop and implement a variety of alternatives, but there are many alternatives that require little or no additional funds. Legislative exemptions from regulation and the imagination to free ourselves from the binding constraints of unexamined tradition can in themselves be combined to produce significant changes.

Another theme which runs throughout the reports is the call for an end to racial discrimination and recognition of the importance of cultural diversity. The call is for a reemphasis on cultural pluralism. Every social institution is asked to recognize both the importance of the individual and the uniqueness of his or her cultural heritage. Religious institutions, for example, are asked to "cultivate in their members a respect for the dignity of other persons, especially those whose race, religion, or economic status differ from their own." Another forum remarks:

> Many children, effectively isolated from their cultural heritage by poverty, home environment, racial discrimination, and geography, do not develop pride in their heritages, and their feelings of identity remain vague and confused. These children need help in finding out who they are and where they come from.

These, then, are a few of the main thrusts of the conference recommendations. Accompanying them, as expressed in the forum Chairmen's preamble, is a strong sense of urgency—a feeling that we must act *now* if our society is to flourish. There is a consensus that our Nation does possess the resources and knowledge necessary to attain the goals proposed by the participants to this 1970 White House Conference on Children.

I have discussed to this point the concept, organization, and some themes of the 1970 White House Conference on Children. What must be added now is the *mood* of the participants. Obviously it is easier to list recommendations than to assess what people felt, their doubts and their aspirations, for themselves and the Conference. Yet we know these illusive factors are of considerable importance. In many ways the Conference may be a microscopic reflection of what is occurring in the larger society.

Many of the participants brought to Washington a deep unease. From the Conference deliberations one could sense that too many participants had encountered too many frustrations in their own daily activities. Since many of these people are constantly involved in social problems it is not surprising that at times they feel overwhelmed by the tasks they face. The problems are many and potential solutions often complex. There is the feeling that there is much to be done and too little in the way of time, resources and energy. I believe it is in part out of this personal sense of frustration and confusion that people look to the Federal Government: on the one hand, they look for guidance and for money; on the other, they look for a source to hold responsible for many local problems and frustrations.

Although there was general agreement at the Conference that our child- and family-serving institutions and agencies must work together more effectively, there was little agreement about how to accomplish this. To some degree this indecisiveness stems from an unwillingness on the part of professionals to consider abandoning or modifying their own particular approaches or institutions. Clearly, we have become a credential- and specialist-oriented society. While specialization does enhance knowledge in specific areas, it also tends to separate people who should be working closely with one another. There has been a proliferation of professional organizations. These organizations serve a valuable function in establishing standards, advocating beneficial policies and distributing information to their constituencies. At the same time this proliferation of specialities and agencies has led to jurisdictional disputes. The unfortunate outcome, in too many instances, is that these groups jockey for position and power and the needs of children continue to go unfilled.

While I believe we did achieve a notable degree of cooperation and understanding among the diverse participants, the Conference made clear that there is a great need to bring professionals into closer contact with citizens; a great need to bridge the gap between local and State agencies; a great need for more systematic planning and cooperation between State and Federal agencies. Finally, there is a critical need for all of these groups to move beyond their relatively parochial concerns to deal with the many child-centered problems which persist in our society.

In this, the concluding portion of my letter, I would like to relate what I see as some of the implications of the 1970 White House Conference on Children for future White House Conferences.

First, I believe that the concept of the Big National Conference as we have come to know it may require reformulation if it is to serve as a truly effective device for communication and policy formulation. The first White House Conference on Children, convened by President Theodore Roosevelt in 1909, had 200 delegates; by the 1960 Conference the participants had grown to over 7,600. The 1970 Children's Conference was pared down to approximately 3,700 delegates, but this was in part made possible by holding a subsequent 1,500-delegate Youth Conference.

As these Conferences have grown, the logistics required are such that an inordinate amount of time, energy and funds have to be allocated to functions that contribute little to the quality or substance of the final product. (For example, a staff of 100 worked for over a full year to make the arrangements for the 1970 Conference, and the 1960 Conference was in preparation for two years.) By contrast, the Nation has invested relatively modest resources over the years in the development of commissions or other institutions at the State level upon whom we could rely for much of the implementation of Conference recommendations and for preparation of recommendations for subsequent national conferences.

I would, therefore, recommend that the Federal government encourage and support the efforts of State groups involved in the White House Conference process. The 1970 Conference generated many recommendations that can be implemented at the local level. And the White House Conference regional meetings—February 21–March 3, 1971, in five cities—have been geared to planning strategies for implementation at the State and local levels.

Primarily as a result of the 1950 and 1960 White House Conferences, every State now has a permanent or temporary organization concerned with the needs of children. These committees, councils or commissions often performed yeoman service, involving many thousands of people, in preparation for the 1970 national meeting, and many have shown a willingness and enthusiasm for following up on the recommendations made in Washington.

While it is hard to generalize on what factors make one State committee more successful than another—and often the difference between action and inaction can be traced largely to the involvement of a handful of dedicated volunteers or professionals—I would speculate that the greatest factors in success are: 1) a statutory mandate; 2) strong backing from the governor's office; 3) a broad-based committee consisting of high-level representatives of the concerned State agencies, lay and professional organizations; 4) enlightened citizen involvement, including substantial participation by young people and minority group members; and 5) some full-time paid staff. The similarly structured committees in Illinois and Kentucky provide one useful model for other States to consider emulating. (*The Directory of State Committees, Councils, and Commissions on Children and Youth* provides a wealth of information on how these bodies are organized.)

In addition to such State committees, 10 States have Community Coordinated Child Care (4–C) committees recognized by governors. The Office of Child Development has supported the creation of 4–C groups, which are composed of parents, public and private service providers and professionals in the field of child care and development. Their activities typically have included surveying the needs of children and marshalling public and private resources to meet those needs. Many other 4–C committees are in the process of gaining State and local recognition, and such groups might also be considered the appropriate vehicle for conducting Conference-related activities at the State level.

It strikes me that one of the most immediately useful follow-up activities to the 1970 White House Conference would be for the National Council of State Committees for Children and Youth and 4–C committees to set up a subcommittee to review the organization of existing State bodies and to formulate *model legislation* that would be used to encourage every State to establish an effective and *permanent* "assessment of the status of children" commission, whose major functions would be: 1) to develop an accountability mechanism which would enable local communities to measure their needs and progress; 2) to seek to get implemented those programs and policies which would enhance the status of all children.

These commissions should be jointly funded from Federal, State and local resources. I would strongly recommend that consideration be given to providing funds to the States from the appropriation requested for the White House Conference on Children and Youth in the Fiscal Year 1972 Federal budget. This suggestion, in my opinion, is fully in accord with your philosophy of government, most recently enunciated in your 1971 State of the Union Message.

We know that States and communities vary in problems and resources. Strategies need not be similar in all cases. Through the State commissions, each locality could plan programs taking into consideration the uniqueness of its situation. Such an approach would also further cooperation among professional, volunteer, and local governmental organizations. Through the encouragement of such continuous efforts, citizens of every background could have more opportunity to make contributions and to see the fruits of their labors.

Our national capacity to serve children would be enhanced, in my view, if the state committees could be brought together on a workshop basis once a year. These annual White House Conferences on Children—smaller and more frequent than the decennial meetings—would provide an efficient and effective basis for communication; a current assessment of needs and resources, and a useful evaluation of existing programs. The once-a-decade Conference might then be expanded in number, be given the special responsibility of assessing the progress made since the last national Conference, and be required to state clearly the priorities for the next decade.

The decennial White House Conference on Children is a venerable social institution in its own right and, with appropriate modifications, can continue to play a significant role in the development of national policy. To this end, the Director of the Office of Child Development and I are presently preparing a questionnaire to seek from those who attended the 1970 Conference their views on how to design a national conference format that could maximize opportunities for the production of useful recommendations and minimize the tendency on the part of some participants toward public posturing rather than dialogue with their co-workers.

At the same time, there is an urgent need for a national center for child advocacy within the Federal establishment. The Office of Child Development, which you created in 1969, is the ideal place to locate such a unit.

An advocacy center within OCD could serve a variety of functions, including 1) to act as a central source for the collection and dissemination of information; 2) to act as a technical assistance referral and resource center; 3) to assist in the development of national policies and programs; 4) to act as the national coordinating mechanism to convene the annual White House Conference on Children.

The rest of this document consists of the individual reports approved by the 25 Forums at the 1970 White House Conference on Children. It is my judgment that many of these recommendations are creative, innovative, and worthy of implementation. The most logical body to initiate a prompt government-wide review of these proposals and to call them to the attention of your Cabinet would be the Office of Child Development. Therefore, I would further propose that part of the White House Conference's Fiscal Year 1972 appropriations be used by OCD to create for one year within the proposed national center for child advocacy a group whose task would be to devise plans by which the highest priority recommendations of the 1970 White House Conference on Children may be implemented, and to ensure that responsibility for acting on such plans is clearly assigned to appropriate agencies of the Federal government, including the Office of Child Development.

In conclusion, Mr. President, I would like to thank you for this opportunity to try to serve our country in cooperation with thousands of dedicated Americans. I am indeed proud of the spirit and manner in which the 1970 White House Conference on Children has sought to fulfill your mandate.

Respectfully submitted,

Stephen Hess
National Chairman

15 |16

Emergence of Identity

Emergence of Identity:
The First Years

Report of Forum 2

**White House Conference
on Children 1970**

Introduction

What Is Meant by "Emergence of Identity"

To discuss the problems of emergence of identity, some common understandings about the meaning of "identity" are important. In the behavioral science literature, having a sense of identity has come to mean being able to answer satisfactorily the questions, "Who am I?" and "Where am I going?" Some would add, "Where did I come from?" The "Who am I?" includes knowing what I can do, what I am unable to do, what kind of person I am, and what is my best way of doing things. The "Where am I going?" includes an understanding of such things as what I can become, what I can learn to do, what I cannot learn to do, and what I want to become.

A strong sense of identity, however, is not enough. What is needed is a healthy sense of identity—one both favorable and realistic. The following characteristics have been attributed to the person with a healthy sense of identity:

A feeling of being in one piece, with an integrated rather than confused or diffused self-concept

Certainty about one's place in the world and about how to behave

Autonomy as a person and confidence in self, ability to establish and maintain independent judgments without reference to external sources

Insistence upon being oneself rather than playing at being oneself

High capacity for empathy and for respecting the identity of others.

There are many types of identity—family, ethnic and cultural, religious, political, economic, physical, sexual, and intellectual. Identity involves all aspects of a person's being. Research during the past few decades has firmly established the validity of the concept of the uniqueness of each individual. And more recent evidence strongly indicates that the foundation for this individual unique identity is established in the early years.

To fully realize one's human potential, each person must have a strong, healthy identity and must recognize, acknowledge, and respect the identity of others in the same terms. Today we fall short on both counts, often because broad discrepancies exist between common social practices and knowledge about individuality. Many children develop both unfavorable and unrealistic identities; many lack virtually any identity.

Several workshops tried to formulate new and more satisfying definitions of identity. Some of the more interesting ones are listed below.

My identity depends upon my knowing who I am, where I came from, who I may become and how I relate to others. Therefore, when I am young and helpless, people must give me what I must have to be aware, alert, healthy, and secure. I have a good identity if I know people like me, if people respect me, if I can do most of the things that are important to me—then, when I am old enough to know what I want to do with my life, I hope to live my life. I hope to live in and help shape a society that will give me that chance.

Identity is a uniquely human characteristic which is a natural by-product of human experience. From birth (and before) a baby has a mind and experiences a private consciousness. The infant must relate as a separate being to things in the universe. The essence of human identity does not rest in ethnicity, language, sex, religion, or material surroundings. These are only variables of identity which can and do change—sometimes quite rapidly. The essence of identity is a person's capacity to think and to feel—to be a conscious being.

Identity is the totality of one's thoughts and feelings about the universe—one's self, one's suroundings, others, and the unknown. As a child develops, he or she will become aware of and relate to more and more of a personal universe. The child will develop a positive, healthy identity only if capacities to think and feel are guided towards knowledge and love. Knowing and loving must expand with awareness, and a child must come to know and to love self and others. Only if these capacities continue to expand will the child be able to fulfill his or her human potential and become his or her true self. If this expansion of knowledge or love is frustrated or blocked, the child will remain unhappy, unsatisfied, even disturbed.

If a child is to be equipped to continue to grow and develop a strong, healthy identity, he or she will have a positive attitude towards those things that he or she does not know. A child must learn to love the unknown and must be comfortable with infinity. He or she must become attracted to this unknown in himself or herself, in others, and in the universe itself.

We believe that every human being has a right to optimally develop his potentialities. Every person is unique and each has his own potentialities, goals, precepts, liabilities, and assets. Society's task, then, is to help each child, without force or pressure, to grow in relationship to his uniqueness and to become a productive member of society.

Perhaps the dominating concern of the 1970 White House Conference on Children was to reaffirm the value of children. This concern has arisen because in America many adults have become separated, almost imperceptibly but surely, from the everyday lives of children. The worlds of childhood and adulthood must be more effectively meshed so children may both learn about, and try on, a variety of grown-up experiences; and so adults may share their children's dreams, thoughts, joys, disappointments, and, indeed, their playfulness. Understanding a child's developmental tasks is fundamental to drawing together adults and children. Such understanding can also reform and refocus both old and new programs designed for children and their families.

This report considers factors which enhance or impede the development of a child's sense of identity and suggests ways of ensuring that each child has the maximum opportunity for developing his own functional, healthy sense of identity—whatever his cultural, ethnic, or social background.

How Identity Emerges in the Early Years

The phrase "emergence of identity" emphasizes the creative, self-acting nature of human beings and implies that in the early years a child's sense of identity comes about unaided, and in a sense, this is just what happens. Yet many things can happen to prevent a child from developing a sense of identity or to cause him to develop an unfavorable and unrealistic sense of identity.

Initially, the infant has no conscious sense of self and cannot differentiate between "me" and "not me." The beginnings of a sense of self originate in the infant's body through countless experiments involving touch, sight, hearing, smell, and movement. Gradually the notion dawns that things exist outside oneself.

Another aspect of identity emerges with a change in the infant's attachment to the predominant person or persons in his or her life from one based on need and need gratification (during the first six months) to one of love, largely independent of need gratification (second six months). The infant's sense of identity continues to emerge as he learns that certain actions elicit response from his environment.

Attaining the physical skill of creeping firmly establishes the infant's sense of separateness. Creeping enables him to discover and rediscover objects and learn that objects exist independently of his subjective experience. He begins to understand that people and things follow their own laws and not his, although he also begins increasing his repertoire of skills for controlling both people and things. He begins naming things and asking the names of new things encountered, a sign that he is aware of himself as one object among other objects.

By the time he is two and one-half years, a child knows "I" and "you." He has learned that he is a person. He is now ready for the task of learning his sex identity. During his third, fourth, and fifth years, he begins to learn his family, ethnic, religious, economic, physical and athletic, and intellectual identity. This learning becomes increasingly complex depending upon the nature of the child's individuality and the way the environment treats it. The average three-year-old, for example, may learn little about his intellectual identity. Yet the intellectually gifted three- or four-year-old who begins reading without instruction may learn a great deal about it. Even if his parents try to prevent others from knowing that he reads, the child will learn that his accomplishment is unusual from his peers or adults who witness his verbal skills. If a child successfully accomplishes these multiple and demanding developmental tasks, he will have a firm beginning sense of identity by the age of six.

The Emergence of Forum 2

The work of Forum 2 cannot be fully understood without knowing something of how its recommendations have emerged. Before the task force met, the Chairman prepared a background paper delineating the issues and summarizing research information about them. In its first series of meetings, task force members listed problems regarding identity emergence during the early years, formulated ideas about how various persons might facilitate emergence of healthy identities, and proffered some ideas about how these persons might be educated to perform these roles. These problems were discussed from multiple viewpoints since the task force members, coming from immensely diverse backgrounds included an Indian public health physician, a social worker, a child psychologist, a cartoonist, a religious educator, and a designer of child environments, to name but a few.

The task force identified the following major obstacles to the emergence of strong healthy identities.

Deprivation (economic, psychological, social, cultural)

Sex discrimination and overemphasis on socially determined sex differences unrelated to sexuality

Ethnic, racial, and religious prejudice and discrimination

Taboos against acceptance of biological identity

Taboos against acceptance and expression of affection

Failure to learn skills of mastery and competence

Overemphasis on conformity and uniformity with a resultant discrepancy between a healthy identity and a functional identity

The task force generally agreed that parents are the most important mediators of these influences, but that even brief contacts with the following persons may also strongly influence emergence of identity in the early years

Workers in day care centers

Workers in church nurseries and other religious organizations that work with children

Pediatricians and pediatric nurses

Child psychologists and child psychiatrists

Welfare workers

Writers of children's books, comic strips, television shows, films, etc.

Ideas for action by each of these groups were produced by Forum members.

Workers in community agencies

Architects, toy designers, environmental designers

Lawyers, judges, etc.

Trainers of personnel for nurseries, day care centers, kindergartens, and child development centers.

In the second series of Forum meetings, the task force recognized that the emergence of identity in the early years is largely influenced by certain harmful cultural assumptions widespread in the United States. These cultural assumptions must be changed to reflect existing knowledge about the nature of man and human development. Some existing assumptions and their more valid alternatives are listed below.

Current Cultural Assumptions	Alternative Cultural Assumptions
Man is innately evil.	Man is born neither good nor bad but with dignity and innate potential for largely determining his "human" development.
Giving attention to "inadequate" behavior motivates "adequate" behavior.	Attending "adequate" behavior motivates "adequate" behavior.

Current Cultural Assumptions	Alternative Cultural Assumptions
The good child is a modest child.	Recognition and acceptance of positive characteristics is necessary for self realization.
Suffering produces character and prevents spoiling.	Coping positively and constructively with developmental and emergency problems is healthy.
Independent behavior is the behavior necessary to achieve personal and cultural competence.	Interdependent behavior is the road to cultural competence and interpersonal satisfaction. Dependence is natural and healthy; it will diminish with increasing maturity.
Competition is a behavior innate to the nature of man. (The only way one man can rise is to best someone else.)	Each individual is unique and has particular strengths which must be valued.
There is a superior race and/or set of cultural characteristics to be emulated. (Too much difference weakens the American way of life.)	There is no superior race, sex, or set of cultural characteristics. Accept qualitative human differences without judging superiority or inferiority.
Parenthood is essential to male and female actualization.	Parenthood is only one socially acceptable alternative life style.
Expression of feelings demonstrates weakness.	Expression of feelings is essential to mental health.
Genetics is the factor that determines what one is and what one can become.	Genetics provides the basis for behavior, interacting with the internal and external environment.

It is not suggested that these assumptions and their alternatives exist as sharp dichotomies. Rather they should be thought of as part of a continuum.

This list is tentative and was not unanimously accepted by the Forum, although the delegates agreed that we need to reappraise our cultural assumptions and search for more valid ones.

When Forum task force members and delegates met during the Conference, an attempt was made to create an atmosphere that would stimulate creative problem solving. To facilitate this process, a group of process experts and content experts worked together to enable the total Forum, as well as workshop groups to communicate and make decisions without using formal, parliamentary procedure. Such positive, communicative informality gave all delegates a chance to express their views in a way which would not have been possible under more formal procedures.

To stimulate delegates' thinking in terms of what the child ex periences as he forms his identity so that recommendations would be relevant and implementable at the Federal, state, local, and personal levels, a series of pre-discussion activities was devised. These included experiences dealing with the emergence of identity through movement; a trip through a "Tree House" environment, designed to aid delegates in intimately experiencing the world of the infant, the world of stress and strain of the young child, and the world of young children's play and worship; and a video laboratory in which eight television screens simultaneously displayed the behavior of eight different children of different ages ranging from three months to three and one-half years.

These "opening up" experiences also enabled delegates to freely express their feelings. Many Forum members had feelings of frustration, doubt, anger, and fear, particularly fear that no government action would be taken on recommendations. To deal with these frustrations, one group took positive action in the form of a march for children to the White House, and another group recommended that no Conference recommendations be government processed until an independent office of child advocacy was established. As communication continued, however, the Forum delegates decided against refusing to submit a formal report, but to follow the previously described structure and submit recommendations. The total Conference experiences brought delegates new insights about themselves, about ways of working creatively and productively in small and large groups, and working both with and outside "the established system." Such insight may be a truly important serendipitous outcome of the Forum's emergence of identity.

Current Status

Infant Individuality

In developing their report and formulating their final recommentions, the delegates considered such topics as infant individuality, family influences, the effect of failure, motility, the development of intelligence, and identity emergence in disadvantaged children.

The report of the 1950 White House Conference on Children and Youth pointed out that children of all ages manifest a high degree of individualtiy. Even newborn infants differ not only in physical characteristics such as weight and height, but also in their reactions to environmental stimuli. The report recognized, however, the acute scarcity of empirically tested knowledge concerning individual differences among children.

Although empirically established information about the individuality and emergence of identity among children below age six is still scarce, significant data have been collected since 1950. Thomas, Birch, Chess, Hertzig, and Korn demonstrated that children can be identified by styles of functioning at very early ages. Their study also implies that all infants will not respond in the same fashion to the same environmental influence and that child-rearing practices have different behavioral results depending upon the child's nature. The study questions attempts to apply the same rules to all children and stresses that each child's primary reaction pattern should be understood and respected.

Family Influence

The more important social forces affecting the child's development and emergence of identity include the family, the family constellation, the peer group, and other significant people. The family represents an ethnic background, a religion, and a social status. The child is even affected by the father's occupation, since it tends to place him in a certain cultural context. The child's experiences within the family develop his sense of acceptance or rejection.

The availability of parental identity figures also seems critical in the emergence of identity. Clinicians often observe that young people and adults with serious identity problems lacked appropriate identity figures during childhood. Early identity patterns acquired through imitation, incorporation, and identification with parental figures, however, may impose powerful inhibitions upon subsequent activity and structural differentiation in other areas. For example, potential talent may be blocked from extensive development by such deep-laid self concepts.

To facilitate the emergence of strong, healthy identities and foster creative potentialities, family interaction should have the following characteristics:

Families should create conditions that encourage curiosity, exploration, experimentation, fantasy, questioning, and testing the limits, and development of creative talents.

They should provide opportunities for developing the skills of creative expression, creative problem solving, and constructive response to stress and change.

They should prepare family members for new experiences and help them develop creative ways of coping with them.

They should find ways of transforming destructive energy into constructive, productive behavior rather than relying upon punitive methods of control.

They should find creative ways of resolving conflicts between the needs of any two family members.

Every family member should be given individual attention and respect and the opportunities to make significant, creative contributions to the welfare of the family as a whole.

Families should imaginatively use community resources as well as supplement the community's efforts.

Family interaction should provide purpose, commitment, and courage.

Effect of Failure

There is consensus that the emergence of a healthy sense of identity is damaged by continuous failure and by situations in which the child senses that he is "less than others." A growing body of evidence favors emphasizing a child's strengths instead of stressing his weaknesses and insisting that he overcome them. Discouragement and a feeling of hopelessness seem especially debilitating and may stem from a lack of confidence in one's capacity to cope with problems.

Motility

Movement can be a prime motivating force for young children and can offer opportunities for exploration and achievement. White's study on "The Concept of Competence" establishes that motility is a drive in its own right and feelings of competence are dependent, in part, on opportunities for movement exploration.

Rowen believes that it is natural for children to use movement in the first years of life for creative expression. She believes further that, since movement is an early expression of children's creativity, it can be used to cultivate and keep alive their creative impulses so they can be carried into adult life with heightened power.

Importance of the Child's Early Life

Since the last White House Conference, much evidence has been accumulated concerning the impact of the child's first years of life on his later functioning. From several studies, J. McV. Hunt has assembled evidence to discredit the following concepts about the nature and measurement of intelligence:

A belief in fixed intelligence

A belief in predetermined development

A belief in the fixed and static, telephone-switchboard nature of brain function

A belief that experience during the early years, and particularly before the development of speech, is unimportant

A belief that whatever experience does affect later development is a matter of emotional reactions based on instinctual needs

A belief that learning must be motivated by homeostatic need, by painful stimulation, or by acquired drives based on one of these.

Intellectual Development

Early care exerts very powerful influences on a child. Existing studies indicate that, when deprived of early care, a child's development is almost always retarded—physically, intellectually, and socially.

The first years of life were investigated by Skeels in his "Iowa Studies" of the 1930's. Almost by chance Skeels discovered that two orphaned infants who had been personally cared for by mentally retarded adolescent girls showed unexpected spurts in development. Skeels and Dye then arranged a study in which retarded adolescent girls cared for 13 infants who were failing to thrive in an orphanage environment. At the time of transfer, the babies were about 19 months old and had a mean IQ of 64. A comparison group of 12 infants was found, averaging 16.6 months of age and having a mean IQ of 86.7. After an experimental period of 19 months, the children receiving personal attention from retarded adolescent girls showed an average IQ gain of 28.5 points, while the comparison group in the orphanage, after an average interval of 30.7 months, lost 26.2 IQ points. Skeels' work has been reinforced by Benjamin Bloom who also stressed the importance of the first years of life for intellectual development.

Our society, with its emphasis on power and wealth, has neglected its most valuable resource, children. Strangely, however, we have failed to count the cost of this neglect. In the Skeels study described above, the institutionalized children having primarily custodial care continued to cost society throughout their lives, while the similar children who experienced human affection during their early years lived outside institutions and became contributing members of society. In terms of 1963 money values, Skeels estimated that one case placed in the institution had cost the state $100,000. If we multiply this figure by the current number of delinquent, mentally ill, and unemployable children, the cost of neglect to society becomes staggering.

Disadvantaged Children

Another aspect of research in the 1960's focused on the child who grows up in severe economic, cultural, and educational deprivation. This research has generally emphasized the intellectual deficits of disadvantaged children, and corrective programs have been compensatory in nature.

It is generally agreed that race and minority group awareness emerge in very early childhood and powerfully affect the emergence of a healthy identity. One of the most remarkable developments of the past decade has been moves by black, red, and brown groups in the United States to create more healthy identities based on this early race awareness. The more positive leaders of these movements stress the positive aspects of their racial identities and the contributions of members of their races. Most of these leaders deplore the sameness implied in equality and call for either recognition of those aspects of their own cultures they regard as superior—or at least the right to retain these features.

Woodward has presented a provocative and persuasive rationale for "Black Power" and "Achievement Motivation." He believes that Black Power is a useful conceptual framework for understanding the high achievement of those Afro-Americans who have overcome seemingly impossible odds to lead highly productive lives. Such reflections of the Black Power concept as James Brown's popular song, "Say it loud, I'm Black and I am proud!" have done much to foster a new kind of identity among Blacks.

Sensitive observers and young Indian leaders indicate that Indians want to conserve all that is best in their own heritage as summed up in the slogan "Integrity, Not Integration." They say their tribal traditions give them a sense of identity, and in some tribes interest in teaching young children tribal dances and other traditions has reawakened. Indians say that in their own community setting identity is no problem. Problems arise when the Indian comes in contact with the "mainstream." Here the Indian has either no identity or a negative one.

Some observers believe that the expression "Chicano is Beautiful" is serving much the same purpose as "Black is Beautiful." Unlike Blacks, however, Mexican-Americans have fairly structured images of their past and have retained important elements of their heritage, including the language.

One manifestation of these minority group movements has been recent objections by the Blacks and Mexican-Americans that their children do not find themselves in the books produced in the United States. Until recently, authors of children's books, history books, comic strips, and television programs treated the black, brown, and red groups as though they did not exist, and when they appeared at all, only negative stereotypes were presented. Children have received practically no information about the culture, true nature, and contributions of these groups.

Within the past two or three years, however, tremendous changes have been occurring in all media. Many basal readers, such as Ginn's Reading 360 Program, now emphasize the plurality of United States culture. Trade books for children increasingly show black, brown, and red children and their families. Heroes and heroines of these groups are also appearing in children's books in increasing numbers. Some publishers now employ ethnic consultants to review manuscripts for inaccuracies and omissions of minority group contributions. In comic strips and cartoons, the

Black child from the inner city can find himself portrayed with ethnic authenticity through *Luther* and *Wee Pals*. He can also see himself in TV productions such as "*Sesame Street*." *Luther* and "*Sesame Street*" are examples of mass media that deliberately try to help young Blacks in their search for healthy identities. It remains for social scientists, educators, writers for children, toy makers, and others to support the idea of racial pride with their creative productions and research.

Although some headway has been made in presenting minority groups in the media, the picture remains bleak. Minorities are economically, religiously, and academically exploited. Much profit is realized annually by maintaining ghettos and exploiting American Indians on reservations. Religious groups pressure minorities to join their failing churches. Underclothed, underfed, poverty stricken children often see themselves stereotyped as worthless. Here there is little opportunity for developing healthy identities. Although much money is spent each year to study poverty and minority culture, being studied immediately places one in an inferior position, at least as studies are usually conducted. While studies are profitable for some, they have become another means of cruel exploitation.

Even when the Federal Government grants money to ameliorate the effects of such abuses, further abuses occur and funds are often diverted from their intended purpose. As this report is being written, newspapers are recounting such abuses in Head Start programs in Harlem, in predominantly Indian schools, and in programs for Mexican-American children. One reader of the "confidential" report of the Harvard Center for Law and Education on the use of Federal funds intended for deprived Indian children writes that "every page of the document bristles with abuses." Funds intended for school lunches for Indians were often subverted, leaving Indian children with empty stomachs. Navajo parents were known to have sold their sheep and pawned their few possessions to pay the lunch bills sent home by school authorities. Transportation funds seemed to vanish as did funds to improve school buildings so inadequate as to constitute health hazards.

The New Female Identity

Paralleling the movements for more healthy racial and ethnic identities are movements designed to bring about more favorable and realistic identities for women. A major focus of these movements has been to create new identities for women with accompanying changes in the treatment of females from infancy through employment, career development, and old age. Like Blacks, the militant women's organizations are bringing about change in the history books, writing children's books that change the female stereotype, and writing books about the heroines of history.

Environmental Influences

For the emergence of strong, healthy identities, all children must interact with a healthy emotional and physical environment. Many children have healthy emotional environments in the early months of life when their universe is limited to their family. However, most children encounter hostile emotional, behavioral, and physical environments once their universe extends beyond the family unit or immediate neighborhood. Either they are not exposed to other cultures and races, a subtle form of racism, or they experience early destructive effects of overt racism.

In addition, community planning and design often serves the needs of industry, neglecting its most important citizens, children. Childhood has been regarded simply as a transitional period to adulthood, yet we always have children with us. Houses, public buildings, furniture, and recreational areas have been constructed (except for a token swing) for adult living, as if no children are expected to live "there."

With the current rates of urbanization, automation, pollution, and social and technological change, it is increasingly urgent to make the environment more favorable to the emergence of healthy identity among young children.

Goals

The fundamental goal of Forum 2 is to enable all children to develop healthy, strong identities during their early years, so they may have a chance to fully realize their potentialities. This goal can be attained only if the child's environment responds to his or her individuality (even before birth). The child should be taught from birth about his individuality, and the environment should recognize, acknowledge, and respect the child's individuality.

Since the child's identity and the environment's response to this identity serve as powerful guides to a child's behavior, failure to attain this goal will prevent children from reaching their full potential. The results will be increased rates of delinquency and crime, increasing rates of emotional disturbance and mental illness, debased talent, violence and destruction, and general lack of involvement in life and work. Conditions inimical to the emergence of strong, healthy identities among young children have reached a danger point which threatens to destroy our society.

The new agencies and measures proposed in the following section were those judged most promising for solving problems of sound identity emergence and achieving our goal.

Recommendations

Child Advocate System

Children, who are powerless and need a strong voice to represent them as a minority group, are now without political clout in this country. Therefore, *we recommend that top priority be given to quickly establishing a child advocacy agency financed by the Federal Government and other sources with full ethnic, cultural, racial, and sexual representation.* This agency would be highly autonomous and be charged with fostering, coordinating, and implementing all programs related to the emergence and development of healthy identity among children. The agency would be especially concerned with programs to strengthen family life in all its forms, including: education for parenting, which emphasizes and values the uniqueness of every child; establishing a national commission to strengthen and enhance cultural pluralism, developing community-based comprehensive resource centers for families; and establishing child-oriented environmental commissions at national, state, and local levels.

In view of our past neglect of children, Forum 2 believes that such an agency is necessary before other recommendations can be effectively implemented.

The following guidelines are suggested for implementing this recommendation:

The system shall include a Child Advocate who is a member of the Cabinet of the President of the United States; an interdepartmental office directly under the President's office, headed by the Child Advocate which coordinates all Federal agencies in matters related to children; a Child Advocate at the state level in every state who reports directly to the governor; a Child Advocate on every governing body of cities, towns, and villages.

Funding at the national level shall be similar to that of the American Red Cross which receives funds not only from the Federal Government but from other sources, public and private. A high level of autonomy in system operation and utilization of funds must be assured at all levels.

The national Child Advocate's office would be under the control of a national policy board which would establish operating policies and priorities. A similar structure would operate at the state and local levels.

The national policy committee would include representatives from the parent and youth categories, as well as representatives of cultural, ethnic, racial, and sex categories.

The method of selecting the national policy committee must ensure that most members will not be political appointments of the national administration but will *primarily* include members selected in a democratic process so that members represent divergent interests and positions.

Comprehensive Resource Center for Families

We recommend a new organizational form such as a neighborhood resource and service center to coordinate all community programs that can help families meet the needs of their children. Resources and services should be designed to eliminate those conditions that limit the nurture of a healthy sense of identity and the development of positive self-concepts. Such a center would have liaison with the local welfare department and make available public health, recreation, Veterans Administration, and other services such as those provided by churches and private social agencies.

Neighborhood centers would be community controlled and locally autonomous. Services would be easily accessible and available to all on demand, on a 24-hour-a-day basis. The center would provide:

Information and referral to all social services through a nationwide computer input system.

Escort, transportation, and supportive relationships to enable individuals to use specialized services and resources not available within the center.

One staff person as a citizen advocate with various bureaucratic systems.

Training to develop indigenous resource personnel.

Comprehensive resources and services such as medical, dental, nutrition, psychological, public welfare, education, parent education, and training are essential for the feeling of well-being that generates and sustains one's sense of self-direction, dignity, and self-respect. These feelings and attitudes can be encouraged through programs that seriously consider social-emotional development curriculum, talent development activities, the development of family communication skills, and support for cultural diversity and identity. Deliberate efforts will be made to eliminate stereotypic racial, ethnic, and sexual roles in mass media, toys, and other program facilities.

The center's structure should be determined by the needs of the community served. A competent staff should be recruited and provisions made for career development of the indigenous members interested in this area of work. These personnel would represent all age levels, sexes, ethnic, and racial backgrounds.

Models from which these centers can be developed include:

Parent and child centers

Comprehensive health centers

Comprehensive mental health centers

New careers

Neighborhood information centers

Social services in Head Start

Lincoln Hospital, New York

Institute for Personal Effectiveness in Children, San Diego, California

Tom Gordon's Parent Effectiveness Training

Community Controlled Health Center, Cincinnati, Ohio

Institute for Training in Program Development, Los Angeles, California

National Commission on Cultural Pluralism

We recommend the establishment of a national commission to strengthen and enhance cultural pluralism within an independent child advocacy agency (or other appropriate agency). The charge of the commission would be: to strengthen, enhance, and make visible the pluralism that exists in our society; and to give tangible expression to the positive value of each individual's identity.

The goals of the commission are:

To recognize the way each culture expresses itself through the arts and other outlets

To utilize these diverse artistic forms and other expressions to strengthen each individual's identity and to bridge the existing gaps between different groups

To protect the right of each individual and each group to maintain those differences that make ours a pluralistic society

To create a climate in which social institutions assume a pluralistic character

To take necessary steps to remove all oppressive actions of special interest groups, institutions, or governmental agencies which, for religious, political, or monetary gain, currently destroy or distort the identity of members of specific groups such as the American Indians.

The commission should include, on a policy-making level, professionals representing the wide spectrum of disciplines and individuals within our pluralistic society.

Selection of the commission will be the responsibility of the office of the Child Advocacy Agency (or other designated agency).

Suggested programs and services include:

Supporting legislation on Federal, state, and local levels designed to further the purposes of the commission.

Providing cultural exchange programs.

Establishing and utilizing a "cultural voucher" system or "culture bank" on a national and regional basis.

Providing short-term experiential programs, such as a children's exchange program, among children of varying backgrounds.

Providing advisory and consultative services to mass media such as television, films, radio, and press to ensure a valid portrayal of any group within our society.

Assisting individuals and groups seeking funds from private or governmental agencies for purposes related to the commission's goals. In achieving these purposes, the rights of persons or groups required to participate must not be violated.

Providing the instruction and other resources required to develop and reward those kinds of giftedness valued by specific cultural groups.

Education for Parenting

We recommend that a multifaceted approach be used to convey information on human development and family relations to parents and parents-to-be and to others who interact with infants and young children.

Approaches should provide "how to" information and techniques for day-to-day child rearing, and should provide the parents understanding of how a child's healthy and functional identity emerges. The rights and responsibilities of parenthood must also be conveyed.

Providing, at different levels, courses in child development and family relations should be a primary goal. These educational courses should help individuals appreciate the development processes of children in ways which will aid more creatively both the child in his struggle for identity and those who assume parental roles, either full-time or part-time, in their key responsibility for strengthening a child's sense of identity.

Two key avenues to follow in implementing parenting education are schools and the mass media.

Schools

Required courses in human development and family relations should be made available for girls and boys in both junior and senior high school.

It is anachronistic to consider adhering to the traditional nine-month school year at any level, including elementary. By using existing facilities throughout the entire year, greater flexibility can be achieved in existing curricula, and new programs may be introduced and implemented. Federal monies must be available to develop appropriate curricula on human development and to develop methods for use in the courses and in training qualified teachers.

Consideration could be given to developing work-study programs involving individuals in human development courses and day care centers (child development centers).

Colleges should provide required courses in human development and family relations at the undergraduate level.

In-service training composed of a core of courses should be required for teachers preparing to teach human development and family relations in any of a variety of educational settings.

The following areas of adult education should be made available:

In-service training for interested and concerned adults (teachers and/or parents) in human development and other related courses in early childhood education. Expectant parents might, for example, be encouraged to take advantage of existing programs in community hospitals and, in smaller communities, individual programs offered by community medical clinics.

Teachers and teacher assistants in day care or nursery schools (public, private, church) must have opportunities to take courses in child development and family relations.

Vocational education using materials and concepts embodied in training programs for child development assistants should be incorporated in curricula of vocational and community colleges to serve the needs of post high school students or older adults.

The prescribed training programs should be offered by qualified instructors and an appropriate number of credit hours must be awarded and recognized upon completion. And participants graduating as salaried assistants to various human development professionals will find employment in programs such as day care, nursery school, hospital playrooms, day activity centers for mentally retarded children, and kindergartens.

Mass Media

Television Workshop For Parents

Optimal time, effort, and funds are essential for research and development of program content and format and subsequent televising of resulting programs. The goal of these programs would be effective communication with parents and parents-to-be on:

Positive and unique aspects of our pluralistic society

Constructive approaches for children handicapped by blindness, deafness, birth deformities, mental retardation, physical injury, and emotional disturbance

Resources for aiding intellectually gifted and creative children and children with outstanding talent in music, visual arts, dramatics, writing, and the like

The fact that human beings are remarkably similar in their basic concerns for the welfare of all children.

Long-range funding of the parents' television workshop would be derived from government, business, industry, labor, and private foundations.

Radio

Creative spot announcements should inform the public about all agencies and services that have existing programs for children and families or about special events pertaining to particular topics, for example, pregnancy and nutrition, childbirth, breast feeding, and discipline.

The Office of Child Development (OCD) must effectively serve as a clearing house and/or evaluator of all publications pertaining to child development and family relations.

The OCD should recognize and utilize expertise in the scientific and commercial community on how to increase the public appeal and utilization of such publications. For example, Madison Avenue advertising strategies must be used to prepare and disseminate UNICEF-quality material.

The OCD must underwrite the production of an evaluative "Consumer's Report" that deals with all literature pertaining to human development.

OCD must ensure that all literature given a high rating is valid and free from racial, cultural, and sexual prejudices.

Child-oriented Environmental Commissions

We recommend that child-oriented environmental commissions be established at national, state, and local levels to ensure that children's needs are not neglected by city planners, architects, building contractors, and others who influence how homes and neighborhoods are constructed.

Only recently has active concern been expressed about what might be called ecological child psychology. In his recent book, Barker pointed out that a common view among psychologists is that "the environment of behavior is a relatively unstructured, passive, probabilistic arena of objects and events upon which man behaves in accordance with the programming he carries about within himself." Barker, however, proposes that the environment be viewed as "highly structured, improbable arrangements of objects and events that coerce behavior in accordance with their own dynamic patterning." Barker and his associates have found that they can predict some aspects of a child's behavior more adequately from behavior settings (drug stores, playgrounds, classrooms) than from knowledge of the behavior tendencies of the particular child.

The child's environment consists of those things, events, and persons who help the child define, establish, and maintain his identity. Prominent among these influences are parental and other adult model figures, ethnic customs, and the special environment in which the child develops. As we strengthen the value and meaning of these things, events, and persons in the child's life, we strengthen his identity.

An optimum physical environment would allow the child to successfully manipulate his surroundings at any age and would also provide a variety of sensual experiences. Children, however, have little say in structuring their environments, and the world remains essentially adult-centered.

A child-oriented environmental commission, possibly a division of

Health, Education, and Welfare or a child advocacy agency financed by Federal and local funds, could be composed of parents, pediatricians, educators, engineers, architects, and builders; it could operate at national, state, or local level. The commission would advise, help plan, inspect, and approve construction and renovation of homes, apartments, public buildings, parks, day care centers (child development centers), and streets to meet the needs of children. For example, before the construction of a new shopping center, the commission would be responsible for consulting and advising the architects, merchants, and financiers about incorporating into the actual design of the center physical surroundings that are more stimulating to children, such as innovative flooring material whose color and texture make it more interesting for children to walk on, small scale furniture, low level displays which are either "child proof" or may be touched by a child without being damaged. It would also advise merchants on using their stores as learning experiences for children. A shoe store, for example, may display various types of leather which children would be invited to touch and investigate.

To further expand or improve a child's environment:

We recommend organizing a children's cultural committee to help expand a child's environment to include parks, zoos, museums, libraries, and other facilities of the larger community. A directory listing all available child-oriented activities—parks, zoos, libraries, clubs, and municipal buildings—could be collated by local, civic, or religious groups, publicized by volunteer media and advertising, and distributed by municipal outlets and interested commercial patrons.

Community centers should provide a variety of materials for children to explore and enjoy. Existing, but unused, schools or buildings can become community warehouses supplied with mechanical devices, scrap wood, clay, paper, and wheels, obtained through donations. The center could be supervised by day care centers, parents, or youth organizations.

Public health clinics could conduct seminars in how families can best utilize space in terms of identity formation—stressing the importance of privacy to a child and the need for a child to have his own place, no matter how small. Public health nurses and agencies should make such information available to crowded city dwellers.

The traditional conception of the family fails to accommodate the many other family forms now being recognized; and also fails to recognize that many families change over time. Because family membership in whatever form is a major environmental influence on children, we support Forum 14 in urging that the variability of family forms be recognized, that a presidential commission investigate legislation for its effect on family form and its discrimination against family structure, that an institute be created to study variant family structure, and to support programs for basic family needs.

The editors of home furnishing and building magazines should be encouraged to consider child development more carefully in presenting home construction or decorating ideas, such as giving attention to children's play and traffic patterns.

Information should be amassed and disseminated on how families can make the best use of their environmental resources, and the availability of free materials and recreational facilities should be made known. Special attention should be given to making available resources for developing outstanding or unusual talents of families, especially among families living in poverty.

The preservation of green areas, playgrounds, parks, and living space in city planning and in neighborhood projects should be encouraged.

A concern for, and interest in, the preservation of the ecology should be developed in both children and parents.

The recommendations which have evolved from this 1970 White House Conference on Children are but a beginning. From here it becomes the responsibility of the delegates and other Conference participants to help set into motion the implementation of these recommendations. Furthermore, the Conference staff should devote their energies to setting up the means by which this may be done.

Nor should the process stop here. As we continue to evaluate our efforts, each state organization should begin to think toward the next conference. If these state organizations are included in the preliminary planning, the next conference can be developed with much greater delegate participation and much greater articulation between the state organizations and the forum task force groups. The conference itself can then become a tool for tying together these concerns and for actually setting up the structures by which they may be met. As we go from this Conference with our concerns for meeting the needs of children, let us begin *now* to think of 1980.

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Membership of Forum 2

Brumsic Brandon, Jr.

Sandra MacPherson Carlile

Norman J. Cohn

Jo Lynn Cunningham

Lionel DeMontigny

Eugene Howard

Boyd McCandless

Stephen Miller

Osvaldo Palomares

Gerald Pottebaum

Betty Rowen

Ada Rutledge

E. Paul Torrance, Chairman

Jessie Trice, Vice-Chairman

Expressions of Identity

Expressions of Identity: The School-Age Child

Report of Forum 3

White House Conference
on Children 1970

Introduction

Of all the forms of impoverishment that can be seen or felt in America, loss of self—a sort of death-in-life—is surely the most devastating. Even more than the draft and the Vietnam war, it is the source of discontent and rage in the new generation. Beginning with school, if not before, an individual is systematically stripped of his imagination, his creativity, his heritage, his dreams, and his personal uniqueness, in order to fit him to be a productive unit in a mass technological society. Instinct, feeling, and spontaneity are suppressed by overwhelming forces. As the individual is drawn into the meritocracy, his working life is split from his home life, and both suffer from a lack of wholeness. In the end, people virtually become their occupations and their other roles, and are strangers to themselves. Blacks long ago felt their deprivation of identity and potential for life. But white "soul" and blues are emerging. A segment of our young people are articulately aware of this enforced loss of self—aware that they, too, are losing the lives that could be theirs. (1)

Forum Process

In investigating the staggering problem of loss of identity, Forum 3 did extensive preparatory work. As a first step, a sixteen-member task force met in Boston in August 1970 to develop a definition of identity later accepted by the forum delegates. According to this definition, identity implies the discovery and expression of one's self and one's special place in the world and entails understanding what it means to be a physical, sexual, and emotional being aware of all the sensations of life. A child's sense of identity is demonstrated by actions through which he sees himself making things happen. The more completely and positively the sense of identity takes hold in the child, the more successful he will be in coping with and enriching his society.

The child's sense of self is in danger when he cannot answer such questions as "Who am I?" and "What difference do I make to the world in which I live?" Many of today's children cannot satisfactorily answer these questions, often because traditional sources of identity are either in the process of change or have become ambiguous.

In the Forum's second meeting in September 1970, members gathered additional background material and generated some tentative recommendations to be presented to all Forum 3 delegates at the White House Conference. While none of these recommendations was unanimously approved at the Conference, they stimulated discussion and were catalysts for alternative ideas. These preliminary recommendations are appended to this report to give a more complete picture of the work of Forum 3, as well as to provide the perspective in which the Forum's final recommendations should be viewed.

Since a major goal of this Forum was to consider how a child's identity development is fostered or hindered, the initial meetings of the White House Conference were planned to give delegates of Forum 3 experiences in identity formation, similar to the ones a child undergoes. The delegates had previously been sent a seven-panel strip of paper on which they were asked to draw a series of pictures portraying such things as "me as a kid," "where I'm from," and "the greatest obstacle I had to overcome to achieve my sense of identity." These posters, which were hung in the Forum's meeting room, helped focus the delegates' attention on factors which influence identity.

In the initial sessions of the Conference, other experiences in identity formation were provided. The delegates, for example, were asked to identify themselves only by their first names, without giving their titles or mentioning their backgrounds. They would have to establish their identities on the basis of their contributions to the Conference, just as a child establishes his by making things happen in an environment. And, in an experimental sensitivity session, delegates experienced the atmosphere of trust in which a child can feel free to express himself and develop his creative potentialities.

To weld the 160 delegates into a working team, that is, to foster the emergence of Forum 3's identity, yet another experience was set up. Delegates assembled and later met in dome-like huts[1] accommodating groups of 20. These limited environments enabled large numbers of people to conveniently meet and communicate not only in small groups but from group to group.

The experimental activities were extremely helpful in establishing a basis of trust and understanding in the heterogeneous group of delegates which included 25 percent youth, 22 percent from minority groups, as well as representatives from a variety of disciplines. In addition, these experiences were designed to teach delegates actual skills for working with children which they could take home and implement on a local level. Through these experiences, they acquired skills in giving sensitivity training to young children, role playing or improvisations, and construction of limited environments. Thus, immediate benefits of the White House Conference were given our nation's children. These activities also paved the way for the formal working sessions which focused on the primary considerations of who and what influences a child's identity formation—and in what way. Starting with the child's most limited environment and moving spatially outward, the delegates concentrated on the following influences: the family and home, the school, and the larger community.

Identity Influences

Family and Home

Believing that each child is unique and that everyone and everything around the child fosters or hinders this sense of uniqueness, Forum 3 identified the family as the paramount influence in developing a child's identity. Parents, by example, communicate to their children their attitudes of self-worth, moral values, reactions to pressure, acceptance of others, and aesthetic appreciation. Parental care, respect, and love will enforce the child's sense of self and tell him he is "someone," a person of value. Conversely, if parents physically, emotionally, or mentally abuse their children, serious identity problems will evolve.

Families play the primary role in the early formation of love, trust, and security, which are vital to the development of a healthy personality. Another essential part of self-awareness and self-appreciation occurs when children learn to understand and cope with their own emotional needs, desires, drives, and reactions. By accepting emotions as part of their normal personalities, children can then cope with these feelings in themselves as well as in others.

The child's discovery and development of his physical prowess is crucially important to the development of his identity. To a child, his body and what he can do with it *is* his identity. Most of his activities—play, artwork, dance, "self-expression"—depend upon physical motion and aid his development of confident, skilled muscular movement, and control.

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[1] The huts were constructed from lightweight, inexpensive triplex cardboard available from *The Workshop for Learning Things*, 55 Chapel Street, Newton, Massachusetts 02160.

If the child is not hampered by excessive restrictions, he will take great delight in physical skills and he will experience vicarious delight in identifying with traditional cultural heroes. Moreover, the impressive feats of these heroes provide the child with models to emulate and further encourage the development of his physical identity. However, if adults or peers pressure the child to perform when he is unwilling or unable, his conception of himself as a failure may adversely affect his future attempts in other areas.

The School

The sources of identity expand when the child begins school. At this time the child needs a flexible environment in which to explore his own identity and to discover the creative resources within himself. Perhaps even more critical than the physical school environment is the quality of interaction between children and their peers, teachers, and administrators. All too often, however, teachers' methods, the curriculum, and the system itself —the concept of desks, bells, taking role, and the "sit still and raise your hand" conditioned response—militate against the emergence of the child's unique self. Because the learning process is discussed in Forums 5 through 9, it will not be detailed in this paper.

The Community

The child moves within a limited geographical area or neighborhood whose inhabitants and institutions provide identity-forming experiences. The child will be affected by such factors as whether he lives in overcrowded slums or split-level houses, and by whether he plays in a yard, in a field, or on a city street. Beyond the child's daily neighborhood orbit lies a wider world of experience. In this "world orbit" are persons, places, and things that are "out there," including the mayor of the city, the art museum, television, and the sports stadium.

As an example of how the world orbit influences a child's identity, we might take the impact of books, television shows, and movies upon a child's sexual identity. While children gain their initial conception of "maleness" and "femaleness" from parental example, media protagonists who portray currently fashionable masculine and feminine qualities have great influence. Commonly, little girls are shown a heroine who unquestioningly expects to fulfill herself by becoming a wife and mother, and little boys are presented with the Hollywood western hero who achieves his manhood through conquest—of the environment, an enemy, a competitor, or an unwilling lover.

Skyrocketing divorce rates, however, have discredited romantic love, and women's equality groups are advocating that woman's role not be limited to wife and mother. Moreover, the male hero image is being questioned by those who insist that gentleness, creativity, sensitivity, and compassion are also male qualities. Dr. Mary Calderone, director of the Sex Information and Education Council of the United States, suggests that what is needed is:

> A joint realization from the very earliest years that participation in all life processes is related to being human rather than to being sexual. Therefore, it is not so much competitiveness or aggressiveness or submission to exploitation by either sex by the other that is at issue, as the opportunities each one of us, being human,

can find to enjoy and be enjoyed by . . . members of the sex that is not ours as well as of the one that is.

In addition to sexual identity, the world orbit influences all other aspects of a child's sense of self. Positive interaction with this larger world will enrich the child, foster his sense of identity, broaden his knowledge, deepen his emotional security, and develop his ability to respect new and different people, ideas, and situations. Such positive interaction, however, is extremely difficult since the present generation perceives an environment of a size and complexity beyond comprehension. The noise, pollution, and impersonality of our cities are hostile to the child, who is frustrated by his inability to manipulate or comprehend this milieu.

The consequences of the breakdown of healthy and functional identities are already manifest in our society. Anger, frustration, revolt, and finally escape are realities that need no documentation. If some action is not taken, there will be an increase in the number of children and young adults who "drop out of society" through drugs and other means, including suicide. Those who do not drop out will become frustrated and, subsequently, more hostile and aggressive. In the process, much human energy and creativity will be lost, and the democratic process itself may be undermined.

Recommendations
Child Power

Children are powerless. Like other minority groups they are denied the basic right to participate in the decisions that govern their lives. Their dignity is smothered, needs go undetected, fresh ideas are lost, programs are misdirected, and their decision making capacities go undeveloped. To ensure children their right to have some control over their lives, that is, to establish Child Power, *we recommend that institutions and programs that affect children be required to actively involve children in their planning and decision making processes.* Perhaps no quality is more important to the developing self than such a feeling of involvement. This feeling has been captured in the following excerpt:

> The life good to live is a cooperative one. No child is too young to sense whether or not he lives in a cooperative relation with the people around him. The reason that cooperation is so important is that the cooperative atmosphere is one of involvement. The growing self must feel that it is involved, that it is really part of what is going on, that in some degree it is helping shape its own destiny, together with the destiny of all. Perhaps there is no one quality more important for the developing of self than this feeling of involvement in what is taking place. This is what gives a person a "reason to be." The lack of consultation and involvement is the cause of the continuing war between parents and their children, between teachers and learners, between teachers and administrators, employers and employees, ad infinitum. When the person is a part of something then he becomes responsible. (2)

The impact of Child Power should be felt in areas such as educational materials, community programs, guidance clinics, television and radio programs, national organizations, and business, to name but a few.

Children, for example, should have the opportunity to evaluate existing educational materials, as well as have a voice in planning and developing new materials. They should also play active roles in school boards, school lunch and transportation boards, community planning, and local newspapers.

In clinics and counseling centers, children should function as consultants, information resources, or assistants to peers in need. They can also play vital roles in family therapy sessions and work in Drop-in Centers and Hotlines. Children can increase the effectiveness of many programs, since other children will be more trusting and more likely to accept proffered help if their peers are members of the program's staff.

Children who play radio or television roles, especially minority group children, should actively influence the program's planning and production. Moreover, wide publicity should be aimed at getting children from all groups involved in designing mass media programs.

National organizations such as the YM-YWCA, the Parent Teacher Association, and the National Education Association should actively involve children in planning and decision making. Business and industry should consult children not only in developing new products for children, but in planning new factories and work areas as well. Thus, children would not be shoved aside by "progress;" that is, they would not be forced to sacrifice play areas to industrial plants.

Child representatives in most child-related programs and institutions should be a heterogeneous group, including varied ages, life styles, and cultures. However, when a program or service is particularly geared to a specific group of children, for example, Puerto Rican adolescents, children from that group should predominate as representatives of Child Power.

To implement child power, we propose that programs for training children and adults in leadership development, team learning, peer teaching, and youth-helping-youth be given high priority and be made available to all. These programs can be developed by:

Community agencies and services

Civic groups

Volunteer groups

Colleges and universities.

In such educational programs the resources of all children and adults must be considered, such as individual learning styles; cultural diversity, including language differences; and creativity and imagination.

We deeply believe that children have the same rights as adults and deserve the same consideration. We also believe that the concept of Child Power is essential to ensure these rights for our children who currently have little influence or control over their own lives.

Physical-Emotional Identity Learning

Because a positive self-concept and a satisfactory realization of role are vital in a rapidly changing society, we recommend that the Federal, state, and local governments fund programs which accent physical-affective learning dealing with feelings, imagination, and appreciation of what the body can do to balance the current emphasis on cognitive learning. The necessary teacher re-training must also be provided.

Physical-emotional learning is designed to help the child appreciate his body and the wondrous world of body movement and to help him legitimize his feelings and emotions. Such programs utilize the natural world of play and the imagination of the children and adults who work with them.

One type of physical-emotional identity learning is an ongoing program at the University of Maryland devoted to children whose psycho-motor skills are poor. Since they have difficulty gaining the approval of, and access to, peer groups, they may be socially and emotionally disadvantaged. In the program the children work (play) with a clinician (possibly a college student) on a one-to-one basis. Play is used as a diagnostic tool to assess motor skills and as a therapeutic tool to teach children to run, skip, or catch a ball. All activities are conducted in an atmosphere of fun, and children are encouraged to be spontaneous.

Parents, university students, and other adults involved in the program receive special education designed to help them understand that the world of the child is centered on play and affective activities. The adult training program also stresses the need for scientific knowledge about health (first aid, crisis intervention and prevention, sex education, nutrition, child development, and child psychology), family economics, and how to get things done through government and agency structures. A final step in the parent's education is for the child, teacher, and parent to play together, so the parent may absorb the techniques being used to stimulate the child. Additional examples of physical-affective learning programs are appended to this report.

Universities have gymnasiums and other facilities for implementing physical-affective learning programs, which should be utilized. Colleges of physical education, health, and recreation, as well as art and music divisions, should cooperate with their communities in developing both child-centered programs and adult training sessions. Funding might come from:

The universities' community development and/or general budget

Grants received from all levels of government

Admission fees charged adults (children should be either admitted free or for only a token fee)

Public television auctions where art products of children may be sold

Local and state lotteries.

Community Cultural Activities

We propose that administrators and community leaders bring cultural activities into the neighborhood to give children additional opportunities to develop their identities. Such activities might include symphonies, art displays, and puppet shows. We are concerned with bringing the program to the child rather than requiring the child to travel. This proposal is aimed particularly at the disadvantaged child who may have no access to private transportation and be poorly served by public transportation.

Many children, effectively isolated from their cultural heritage by poverty, home environment, racial discrimination, and geography, do not develop pride in their heritages, and their feelings of identity remain vague and confused. These children need help in finding out who they are and where they came from.

Cultural Heritage Bank

Recognizing that the melting pot concept has not always been successful and that we are a nation of cultures within a culture, we recommend that a Cultural Heritage Bank be established as a source of specific cultural heritage materials. These materials must be widely publicized and readily available. Suggested functions of the Heritage Bank include:

Developing accurate history books reflecting the culture and interests of various minority groups. The books should be illustrated, simply written, and easily understood

Providing materials and instruction for children in the art forms especially significant to the child's heritage

Providing materials and specially trained assistants to sensitize teachers to the special needs and life styles of these isolated children

Evaluating existing instructional materials in general use to ensure that all cultures and life styles are presented fairly

Ensuring that local TV stations provide each cultural group with the opportunity to reach the entire community

Assisting museums, art galleries, workshops, and symphony orchestras in preparing programs to help children of various ethnic groups appreciate their cultural heritages.

A Cultural Heritage Bank could particularly benefit American Indian children who are currently exposed to almost wholly non-Indian values of an assimilative nature. Such exposure often leads to personality destruction and cultural anomie.

International Children's Year

Forum 3 proposes to the United States Government and to the United Nations that the recommendations of the 1970 White House Conference on Children be promoted and celebrated through an International Children's Year (ICY), with a possible target date of 1975. The ICY could be modeled after such existing programs as the International Geophysical Year and the International Education Year. The ICY would attack children's problems the world over, as defined by such conferences as the 1970 White House Conference on Children.

The year's theme could be organized around: physical-medical problems (for example, body image improvement, childhood diseases such as rubella, or nutritional diseases such as kwashiorkor or pica); psychological-psychiatric problems (for example, childhood autism, mental retardation, self-destruction, or suicide); or social-environmental problems (for example, racism and prejudice or dangers inherent in human settlements).

As a first step towards implementation, the United States Ambassador to the United Nations should introduce the proposal to the United Nations.

Appendix

Preliminary Recommendations

Table 1 indicates how the forum's six discussion groups responded to the preliminary recommendations developed by the Forum 3 task force prior to the Conference. If a recommendation was "approved with reservation," the reason for the reservation is given at the bottom of the table.

Since no formal vote was taken on each recommendation, the statistics on Table 1 indicate the informal responses of the groups as derived from rapporteur reports. The rapporteurs, who systematically recorded the pertinent comments made at each working session, were not delegates or in any way associated with the Conference except as recorders. Thus it is assumed that any recorder bias would be random.

If the first two columns of Table 1 (Approved Without Reservation and Approved With Reservation) are grouped into a category called General Approval and compared with the third category (General Disapproval), the data indicate that the Youth-assisting-youth and the Environmental Planning Commission were supported almost by consensus. The Helping Family was the third most favorably received recommendation, followed by the Artist-teacher and the Cultural Voucher concepts. While no preliminary recommendation was totally rejected, the Cultural Voucher System was the most controversial, judging from the number of comments.

Cultural Voucher System

This program defines "cultural" in the broadest sense, including all enriching experiences. For example, making bread, kite flying, and scientific investigation are considered "cultural" as are children's museums and storefront art galleries. The Cultural Voucher program is a special currency system, which permits the buyer to purchase cultural goods and services conducive to positive identity development. The vouchers would be distributed to every child between the ages of three and sixteen and would be funded directly by income-tax revenues. Children would use their vouchers to purchase goods and services directly from private and public institutions and individuals capable of fulfilling their particular needs and providing them with enriching experiences. Institutions and individuals would be required to accept vouchers on a "first come, first served" basis. For the very young child, decisions on how and where to spend his vouchers would be shared by his parents and a community advisor. As the child grows older, he would assume more and more of the responsibility for spending his vouchers until, at age sixteen, all decision making would be his.

The community advisor—or cultural broker—would facilitate the voucher system of payment for cultural services. He will be available to families who need help in assessing their children's cultural needs, ascertaining the available resources that might meet those needs, choosing the most promising resources, and securing the services. The cultural broker, as a person who understands children's needs, will be informed on the availability of neighborhood and regional resources and skilled in directing the child to these resources. Like other brokers, he will be a private entrepreneur, licensed by cultural boards and supported by a commission; he will receive a percentage of the vouchers paid by his clients to individuals and institutions for cultural services received.

To ensure the effectiveness of the voucher system, this Forum further recommends that volunteer, citizen cultural boards be established at various neighborhood, regional, and national levels. Board members would be elected by children, parents, teachers, artists, and others living in the neighborhood. The cultural board would be responsible for surveying the cultural needs of the community and coordinating existing cultural resources to fulfill those needs. It would also undertake studies to evaluate how well resources meet the community's needs, and sponsor and stimulate the development of new resources. Standards for the cultural brokers, fee schedules for cultural resource agencies, and commission percentages for brokers will also be established by the cultural boards. We intend that licensing criteria for participating institutions and individuals, developed by each board, will be imaginative and flexible and reflect an understanding of culture in the broad sense. Financing for such items as staff, consultants, and travel for these cultural boards could come from licensing fees charged to the approved cultural resources and brokers or from licensing fees added to the normal construction permits.

Forum 3 believes this program will have the following consequences.

On the Child

All children, regardless of their economic, cultural, or physical status, will have equal access to cultural resources.

Each child, with guidance, will be able to arrange a program of services uniquely tailored to his developing needs.

Each child will be encouraged to develop the capacity to select wisely from an array of cultural opportunities.

The ethnic identity of each child will be fostered by the opportunity to purchase experiences related to his own heritage.

The child's active participation and decision making will increasingly reflect his sense of who he is, what he likes, and what he wants to become.

On the Family

Children and parents will actively experience their mutual interdependence as they decide together how to gain the fullest mutual benefit with the vouchers.

The family will see itself as having the major responsibility for developing the child's judgmental faculties.

The family will see the necessity of responding to the child's needs as he sees them.

The parents will enjoy improved self concepts as they are financially able to provide their children with the cultural experiences they need.

On the School

Pressure will be exerted on the schools to broaden their educational scope to respond to the specific needs of children.

Interaction between the school and community programs will be greater.

School facilities will be used to greater community advantage.

On the Community

Children and the adults who work with them will have the means to culturally improve their neighborhoods with people, ideas, and materials of unusual richness and significance.

The child and his family will enrich the community as planners of community events.

The community will be enriched because the child can spend his vouchers to benefit the community.

On Cultural Responses

Cultural resources will become more responsive to individual and community needs.

Cultural institutions will gain greater financial support.

The success of any program for the enrichment of children depends on how responsive it is to real needs. In all probability, responsiveness depends on the degree to which the children, parents, teachers, group workers, resource people, and para-professionals hold the reins of power, particularly the purse strings of the programs. The Cultural Voucher System[2] is designed to make these existing programs more responsive and, therefore, more effective. (3)

Further research, however, is needed on financial implications of the Cultural Voucher System at the Federal, state, and local level and on existing cultural, educational, and social institutions. Before the program is implemented on the Federal level, individual communities could set up charettes to determine their needs and required resources.

Environmental Planning Commission (EPC)

Play is a self-directed, self-sustained, learning experience which a child does naturally and continually. Our present city structure relegates a child and his playing to designated spots—the playgrounds, the schools, and the parks. But a child wants to play where he lives, and the street is the place he naturally goes to. However, adults tell him that he does not belong there, and so the child is unwelcome in the heart and main arteries of the city's busy life. This need not be the case. Children can be part of the city; a great variety of facilities can be designed for children.

To return the city to its children, and reinstate the environment as a positive force in the emerging identities of our children, this Forum recommends that environmental planning commissions become a part of the voucher system's cultural board. These commissions would be composed of persons trained in design and child development who would advise architects, government agencies, and businesses to ensure that children's needs are adequately met in the design of new programs, facilities, and products. Children would help evaluate potential designs and indicate which elements they prefer. The commission would:

Set guidelines for all construction and planning projects funded by the state and Federal governments, FHA loans, or other agencies guaranteeing mortgages

Help orient architects and planners, criticize design, and finally, accept or reject a submitted plan

Inspect projects and approve construction

In conjunction with the cultural boards, provide plans to any child-serving agency operating with public funds for any needed facilities

Be aware of all regional and city planning programs for its district, as well as urban redevelopment programs and establish and maintain a program to suit children's needs.

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[2] The voucher system is not new. It has been introduced to the 91st Congress in 1969 by James J. Delaney (H.R. 776).

Examples of what the commission could do to make the city a better place for children to live and play include designing buildings (power plants, factories, public utility companies) with observation stations so children could see what goes on inside, providing vantage points for viewing construction sites, and setting up booths to provide information on what is happening at a construction site. The street could be redesigned with median strips supporting small play structures; fences and railings could be designed with play potential; and weather instruments for measuring wind and temperature could be placed on the streets.

The Helping, Gatekeeper, or Second Family

Our third recommendation, which could be considered part of the services offered by the Cultural Voucher System, is the recognition and support of the "gatekeeper"[3] or helping family.

In the past, the child, confronted with crises associated with development and everyday existence, could seek help from a closely knit family and its individual members. The traditional extended family included not only parents and children, but often grandparents, aunts, uncles, and cousins. There were many "significant" adults for the child to relate to and identify with, if not in the same house, at least within close proximity.

Now, however, many families are headed by one parent; both parents may work outside the home and, too often, parents are not available when needed. Yet the child needs and has a right to have a trusted and valued adult friend. Most important of all, he must not be left alone to face personal crises.

The neighborhood gatekeeper or helping family will help meet this need. The helping family is the family or person to whom children turn for help in problem solving when the parent is inappropriate or unavailable. It is the family to whom children naturally gravitate because the gatekeeper's personality and behavior characteristics enable children to relate to him as a trusted friend. The gatekeeper, who may be anyone from a lay minister to the corner druggist to a mental health or social worker, is in a position to prevent, or at least intervene, in crises or trouble when a child cannot obtain counseling from his own family.

This Forum recommends that a pilot project be established to investigate the feasibility of lending support to gatekeeper families or individuals.

Establishing the Gatekeeper Family

The gatekeeper family should be established under the following criteria (subject to modification based on research and experience):

The gatekeeper family should be given support and recognition so it can aid children in trouble or crises; provide a model for other parents in the neighborhood; stimulate neighborhood concern for children; work closely with the cultural board; direct children to other helping agencies.

Mental health and social workers would identify the family after consulting adults and children in the community. The cultural board could approve the selection of the family.

Once identified, the family should willingly accept the position. In many cases, the family will already be functioning as the gatekeeper in an informal way.

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[3] The person who keeps the group functioning.

The family should be readily available to children. Consequently, it is important that the father of the family not be away from home for a large part of the day. Possibly a father with an 8-hour a day job might be funded so that he would be paid for a full day's work but only spend a half day on the job.

Financing the Gatekeeper Family

Several alternatives are possible:

The cultural board could allocate money to the family.

The Cultural Voucher System could be used to partially support the family.

Since local business and insurance firms are concerned with preventing crime and trouble in their neighborhoods, they should be approached as possible sources of financial support.

The private sector could contribute one-half of the salary of an employee so that one-half of his time could be spent in the neighborhood.

It should be emphasized that the role of the gatekeeper family is to complement and supplement the role of existing families, not usurp that role. The gatekeeper family reinforces the child's own family and participates with institutions in crisis intervention. The cultural board in each neighborhood could be responsible for linking the gatekeeper family and local business and insurance firms for community action and financial support.

The Artist-teacher in the School

As a possible part of the cultural voucher system, this recommendation advocates that community artists become part of the educational system. Very often, children who are bored or disenchanted with formal education find the arts appealing. They offer the child a chance to see himself in the various roles he is playing and will play in the future and an opportunity to use himself totally as an expressive tool.

The artist-teacher is a specialist—a painter, a dancer, an actor —who is directly involved in his own art at least half his time and spends the remainder working with teachers and students. His specific educational function is to help make the creative process an integral part of learning.

The artist-teacher may also be defined in the broadest sense, that is, as a person helping a child achieve his potential in creativity, awareness, and appreciation. Since the painter, dancer, singer, or sculptor must have excellent control of his basic instrument—his body—physical skills are essential. Hence the person who teaches the child to use his fingers, hands, arms, legs, and vocal cords may be considered an artist-teacher.

The artist-teacher should be utilized first in city colleges and public school systems, since innovations can most probably be effected in areas where the pressure for change is greatest.

The Locus of the Artist-teacher

Schools of education should emphasize practical teaching experience so their students will be immediately and personally aware of problems. A significant portion of a future teacher's training should be devoted to the discovery and freeing of his own creative resources. This can be accomplished through contact with artist-teachers working in urban schools.

Artist-teachers should participate in in-service training for public school teachers on all grade levels. They should conduct workshops; visit classrooms for observation, consultation, and team-teaching; work directly with student-instructors teaching their own specialty; and team teach with regular teachers. The artist-teacher should also help the student learn how to teach the process to other students so their own learning experiences are expanded and reinforced.

Implementing the Artist-teacher Concept

The first step is to locate artists in a given community who have had positive teaching experiences and/or are sincerely interested in teaching. Then:

Pilot workshops should be arranged at which artists can demonstrate to teachers, students, and community members not only their technique and skill but how the creative process can be applied to personal growth and development.

The teacher and artist should work together to build a sustaining program. Experienced community members (parents) might be included in the planning.

The program plan should be submitted for the approval of either a school principal or the superintendent of schools.

Federal funds are already available for artist-teacher projects; however, the Cultural Voucher System would enable the school, the individual teacher, or a small group of students to bring in the expertise of a particular artist.

The program must include some in-service teacher training. Once the positive effects of such a training program have been demonstrated, the nearest school of education should be approached.

When sufficiently supported by college faculty members, a program for artist-teacher training on the college level should be presented to the dean by one of the faculty.

All programs should include youth-teaching-youth elements so that immediate tie-ins can be made between college and high school work and high school work and the elementary schools.

Support for Youth-tutoring-youth Programs

This forum recommends that already existing crossage tutoring projects be continued and expanded. Such programs:

Increase the learning capacity of both participants

Give the younger child an opportunity to identify with a significant other

Enable the older youth to have a positive sense of accomplishment

Can aid in the formation of a positive ethnic identity, since the younger child is exposed to an older member of his ethnic community who is a responsible, caring, and achieving person

Underline the concept of the big brother/sister role important for children who come from one-parent homes

Table 1
Responses of Forum 3 Groups (N=6) to Preliminary Recommendations

Recommendation	Approved Without Reservation	Approved With Reservation	General Disapproval	No Comment
Cultural Voucher System	0	2 (a)	2	2
Environmental Planning Commission (EPC)	2	2 (b)	0	2
Helping Family	0	3 (c)	1	2
Artist-teacher	0	2 (d)	1	3
Youth-tutoring-youth	4	0	0	2

Comments of approval-with-reservation respondents

a. Cultural Voucher System.
Fear of another bureaucracy. Dislike of profit motive associated with "culture." Need for definition of "culture." Financially unrealistic. Dependence on system rather than self. Impractical but recognized the need to bring culture to children.

b. Environmental Planning Commission.
Integrate EPC into rural, suburban, and urban comprehensive planning commissions.

c. Helping Family.
Need to pilot test plan. Fear of helping family usurping role of primary family. Plan should be available to suburban and rural, as well as urban, communities.

d. Artist-teacher.
Broaden concept to include athletics, etc.; reword and broaden definition of art.

Direct Action Models

These Direct Action Models have been recommended by members of Forum 3.

Porchester School System

Porchester
Long Island, New York

Contact: Barbara Ryder
Program: Third grade to junior high aged children who are unable to express themselves through writing are using low-cost video-tape equipment to express their ideas.

Boston Children's Museum

Jamaicaway
Boston, Mass. 02130

Contact: Michael Spock
Program: Explores new ways to offer intense, provocative, and useful experiences with real materials to the child who must learn to cope with the increasingly tough and demanding world.

Junior Art Center

Barnsdall Park
4814 Hollywood Blvd.
Los Angeles, Calif. 90027

Contact: Claire Isaacs Deussen
Program: Provides 5- to 17-year-olds with a variety of experience in the arts. The emphasis is primarily in the visual arts, but the program occasionally includes classes and performances in other artistic forms.

Project Place

31½ Dwight Street
Boston, Mass. 02118

Contact: Emmett Folgert
Program: A runaway house offshoot which reaches 10- to 12-year-olds who have been involved in drugs.

Merrill Palmer Institute

71 East Ferry
Detroit, Michigan 48202

Contact: Clark Moustakas
Program: Developing a fuller use of human potential through inner city children (infancy through 9 years), schools, and families. The Institute is attempting to create a richer, fuller life for the inner city and, in turn, learn from them.

Montessori Center Rooms, Inc.

2121 Hatmaker St.
Cincinnati, Ohio 45204

Contact: Mrs. Thomas Wallace
Program: An experimental cross-cultural, preschool education for children from the inner city and the suburbs.

The Children's Physical Development Clinic

University of Maryland
College Park, Maryland

Contact: Warren Johnson
Program: Play is used as a therapeutic and diagnostic tool to help the child improve his physical image and, consequently, other aspects of his personality such as emotional, intellectual, and social.

St. George's Episcopal Church Play Yard

207 East 16 St.
New York, New York

Contact: Rev. Edward O. Miller
Program: A preschool play area sculpture where children can explore space, form, perspective, etc.

The Academy Theatre

Atlanta, Georgia

Contact: Frank Wittow
Program: Teacher training in the techniques of drama that can be employed in the regular classroom. Actors from the theatre also spend three hours in the high school each day serving as resources to students and teachers. They spend one day each week giving teacher training to high school students who in turn practice in the elementary schools.

District "7"
South Bronx Action
Theatre

Junior High School 139
East 141 St. & Brook Ave.
New York, New York

Contact: Jose Serpano
Program: Involves the community by providing jobs for students as teachers' aides, for parents as assistant teachers, and for professionals as instructors or leaders. The program offers reading, arts, community activities, cultural affairs, cultural festivals, and orientation for youth and parents.

Educational
Development
Center

Cambridge, Mass.

Contact: Peter Dow
Program: Anthropological curriculum in the elementary school to teach children how to become part of the world around them. Presently studying one Eskimo family.

Montessori
Teacher Education
Program

Xavier University
Cincinnati, Ohio

Contact: Shahbaz K. Mallick
Program: A graduate program in Montessori teacher education connected with a Montessori laboratory school for three- to five-year-old children.

Mount McKinley
National Park

Alaska

Contact: Information Center
Program: Special tours for children which draw attention to things in which they would be particularly interested.

Community
Learning Center

600 N. Paca St.
Baltimore, Maryland 21201

Contact: Julian Morgan
Program: Augments the schools with programs for 14- to 22-year-old dropouts, potential dropouts, and slow learners. The program operates on the storefront learning center concept with experiences that make learning fun from 10 a.m. to 10 p.m. daily.

References

1. Charles A. Reich, "The Greening of America," *New Yorker*, 16 September 1970.

2. Dr. Earl Kelly, *The Fully Functioning Self*. Quoted in R. Lambert, *The Dynamics of County Governments and Citizenship*, Napa County Superintendent of School's Office, California: June 1970.

3. Colleen Campbell, *Voucher Payments and the Public Schools*, Education and Public Welfare Division, 14 September 1970.

Annotated Bibliography

The Forum recommends the following books dealing with the identity of the school-age child.

Aaron, David, and Bonnie P. Winawer. *Creative Approach to Playspaces for Today's Children*. New York: Harper, 1965. Offers a philosophy of child's play and provides education for adults concerned with child development and welfare.

Barnfield, John. *Creative Drama in Schools.* New York: Hart, 1968. Describes the use of drama as a teaching tool in the classroom.

Bronfenbrenner, Urie. *Two Worlds of Childhood, U.S. and U.S.S.R.* New York: Russell Sage, 1970. Deals with comparison of children's identities in the U.S. and the U.S.S.R.; for the layman.

Dennison, G. *Lives of Children.* New York: Random House, 1967. Describes free school.

Erikson, Erik. *Identity, Youth and Crisis.* New York: W. W. Norton, 1968. Discusses the crisis of youth in their search for identity.

Fromm, Eric. *The Art of Loving.* New York: Harper, 1950. Deals with the ways of loving, emphasizing the unprotective and the unselfish love of all ages.

Konigsburg, E.L. *From the Mixed-up Files of Mrs. Basil E. Frankweiler.* Atheneum, 1970. Tells the story of two runaway boys and their experiences at the Metropolitan Museum of Art.

Lederman, Janet. *Anger and the Rocking Chair.* New York: McGraw-Hill Book Co., 1969. Awareness with children.

Liebow, Elliot. *Talley's Corner.* Boston: Little Brown and Co., 1967. Describes the problems of the relationships between men, women, and children in the Black community and the effect that economic opportunity has on them.

Moustakas, Clark. *Personal Growth, The Struggle for Individuality and Values.* Cambridge, Mass: Howard Doyle Publishing Co., 1969. Gives theories and values in the emergence of identity.

Silberman, Charles. *Crisis in the Classroom.* New York: Random House, 1970. Deals with the new concepts in education and equality in education, and gives examples of successful approaches to educating the uneducatable and schools that humanize the students. The book also suggests how schools can be made more relevant to young people.

Warner, Sylvia Ashton. *Teacher.* New York: Simon and Schuster, 1963. Describes the author's work with first grade children with language problems, describing her process of helping them create their own readers. The book helps adults listen to children.

Forum No. 3
Members

Jeannine Schmid (Chairman)

David Aaron (Vice Chairman)

Claire Deussen

Edward Goff

Frances Jacobs

Judy Lethin

Shahbaz Mallick

Julian Morgan

Lee Polk

Gloria Powell

Polly Rogers

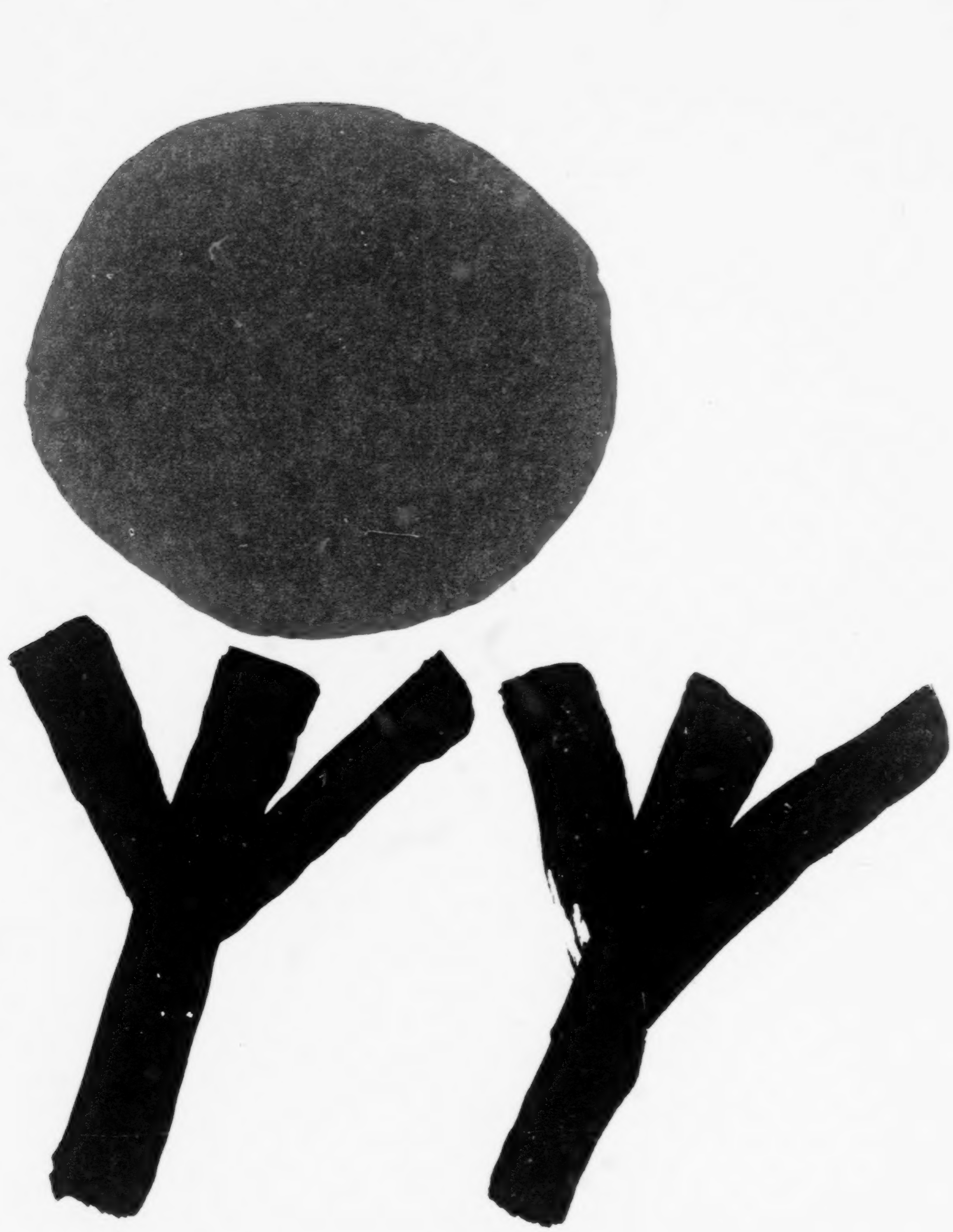
Michael Spock

Marilyn Walker

Warren Johnson

Frank Wittow

Crisis in Values



Crisis in Values

Report of Forum 3

White House Conference
on Children 1970

Introduction
Values Defined

Values are standards applied to thought or action, principles, preferences on a scale of priorities, or commitments to what one feels is desirable. Particular religions may express values in the form of commandments, proverbs, or rules. Political ideologies assert their value construct in constitutional form, by mandate, by decree, or in a corpus of law. Those who advocate situation ethics make conditional value judgments based on particular circumstances.

No value is strictly individual, since whatever we think or do has some discerned or undiscerned effect on the lives of others. Values held by parents, for example, have a great effect on the lives of growing children. And an individual's sex morality, attitudes toward other people, convictions on political or economic issues, dress, and use of alcohol and drugs can have direct social consequences.

Children are born into a society possessing values they have no share in shaping. If the child's environment is inadequate, confused, repressive, unhealthy, or unhappy, his value development will tend to bear the impress of these distortions. Indeed, healthy values are a prime requisite to the psychic and social health of individuals. Since unhealthy values can corrupt the social milieu as well as the individual, any society sincerely concerned about its future must give the healthy development of children first priority.

Current Status
Traditional American Values

Traditional American values have been associated with three dominant influences: a political commitment to constitutional democracy; an individualist, free enterprise, profit-oriented economic philosophy; and a religious involvement in Judeo-Christian affirmations.

The American conception of the family, the stated goals of our educational institutions, and the motivation of our private and public agencies bear the impress of these molding influences. These influences are what most Americans mean when they refer to the "American way of life."

Unity in Pluralism

This nation, though frequently described as a "melting pot," is actually more like a "mosaic," in which the various tiles represent groups who have maintained their unique cultural or ethnic identities. American society, then, is based on at least two dominant assumptions:

The acceptance of a pluralistic pattern of value orientation, which protects the right of individuals and cultural and ethnic groups to pursue diverse life styles, as long as this pursuit does not endanger the security, health, or dignity of other individuals or groups.

The development of the total potential of every person, regardless of race, creed, or color.

Pluralism is evident in our economic system. Cooperatives and monolithic corporations are both a part of our common life. Though we have a statistically large Christian community, no religious establishment is officially sanctioned; in fact, the Constitution of the United States expressly declares any such alliance to be illegal. Americans participate in a whole spectrum of religious loyalties, as well as having the option of being non-affiliates, non-theists, or secularists. This intentional pluralism, which evolved in reaction to certain historic European patterns of religious establishment, makes our crisis in values somewhat unique —we have no standard value formula uniformly accepted by all Americans.

However, for a pluralistic society to survive, certain common values must be accepted, such as mutual respect and concern for the welfare of others. Such values take precedence over the freedom to be different. Pluralism is not a justification for polarization and estrangement. Pluralism, provincialism, cultural identity, or any other manifestation of individuality becomes invalid when it offends the "inalienable rights" and privileges of others. This basic American understanding is crucial to any consideration of values and must be a fundamental lesson in value learning for every American child.

Law and Dissent

Respect for law and the right of dissent are both fundamental American values. Laws are designed to implement the rights affirmed by the Constitution of the United States; however, any laws which abridge or deny the constitutional rights of any citizen must be contested. A society is poorer if it does not produce courageous citizens who are willing to support indispensable values such as freedom, respect for human dignity, truth, and the right to worship God—or not to worship—according to the dictates of conscience. In judging the integrity of a law, we must not be influenced by the prejudicial action or intent of any citizen group—even though it may constitute a voting majority or possess overwhelming power.

Crisis in Values

A crisis is essentially a conflict situation in which the outcome is uncertain. It may result from misunderstanding, frustration, or confrontation, possibly in response to the raw, unbridled abuse of power. America is involved in a crisis in values. The crisis is precipitated by the disparity between our announced constitutional principles and prevailing practices.

The Preamble to the Declaration of Independence promises "life, liberty, and the pursuit of happiness"—rights which belong to children first. The right to "life" includes the right to be conceived, to be born, and to live under conditions that will maximize one's mental, physical, and spiritual potential. The right to "liberty" includes the freedom to select and pursue values according to one's ethnic, cultural, religious, or intellectual orientation. The right to "happiness" includes the fullest opportunity to explore, question, affirm, learn, create, grow, give and receive love, believe, communicate, and make a contribution commensurate with one's fullest capacity and desire. Although these rights are supposedly inalienable, in actuality the unrich, unprotected, unprepared, unwhite, and unmale are systematically deprived of their fair share of constitutionally guaranteed opportunities, as well as of the privilege of exercising their social responsibilities with dignity. Children of Black, Spanish-speaking, and Indian parents acutely feel the pain of this discrimination. Children of the affluent, observing this contradiction, often lose confidence in the pious value pronouncements of their parents and their society.

The discrepancy between stated and applied values often stems from the economic, political, and social "success syndrome." To varying degrees, most Americans manipulate values to fit expedient purposes, thus contradicting, compromising, or denying the values they publicly espouse.

We employ one set of rules when competing in the market place, another within the confines of the family, a different set of values in dealing with persons of other races, and a very special set of values for church and synagogue occasions. Such multiple-value systems breed inner personality tension, deep-seated guilt feelings, and a carefully concealed hypocrisy constantly guarding itself against exposure.

Today's children are not isolated from the tensions of the present conflict. By direct experience or through the media they are constantly confronted with the hostilities of the adult world. Children quickly see and understand us as we really are. Even if they imitate our duplicity, they lose respect for us. This is the critical area of the crisis in values—who and what can be trusted?

Children tend to be idealistic. They want to believe what they are taught, especially when that teaching comes from someone they respect, and they are willing to forgive adult mistakes. But when they discover a determined, systematic pattern of organized hypocrisy, they feel utterly deceived. Disillusionment follows; and disillusionment is the seed of destruction.

War, for instance, which employs the most regressive forms of organized murder and savagery, escalates tendencies toward personal and social violence as an acceptable method of problem solving. Prolonged poverty induces a kind of sick hopelessness which ensnares its victims in self-destroying vice and crime. Racial prejudice destroys the moral sensitivity of the offender and decimates the dignity of the offended.

Basic value contradictions erode the foundation upon which we propose to construct the elementary disciplines of personal and social living such as family stability, sexual morality, and the attitude of reverence. A value-bankrupt society will be hated and finally destroyed by its own confused, disillusioned, rebellious children.

There is, even now, a growing group of disenchanted people who believe that any discussion or consideration of traditional American values is irrelevant. Both the affluent, self-centered child of suburbia and the deprived child of the so-called ghetto, for different reasons, may reach the same conclusion—they are turned off by adult hypocrisy. Violent confrontation has become common, resulting from inward rage. Racial conflicts, for instance, at the elementary and secondary school level are, in large degree, projected adult enmity, hypocrisy, and anger.

The Continuing Value Tension

Perhaps the very nature of our political, economic, and religious allegiances presupposes a continuing tension. The political demands of national security, the inclinations of the profit seeker, and the lofty teaching of religious ethics do not always exist comfortably together. But we must not permit them to become separate worlds, unrelated and unresponsive to each other. Politics needs love, economics needs the discipline of justice, and religion needs humility.

Perhaps this tension will not be completely resolved as long as man has free choice and power. But man must always struggle to achieve new standards of thought and action, and difficult values must not be discarded. We must simply try harder, while honestly admitting failure, but always striving for what is best.

The crisis in values will not be resolved by simply passing resolutions, improving a few laws, or passing new ones, though these are essential to value reinforcement. The real solution requires a fundamental change in the value commitment and actions of the persons who control the public and private sector of our common life, parents, and those whose decisions determine the life styles of other human beings.

A truly free and responsible society, uniting a variety of cultures, races, and classes in a common value bond, constitutes the American survival agenda.

If we fail to establish healthy values, the broadening discontent of angry, disturbed, unhappy people will bring about the ultimate demise of constitutional democracy. Racial minorities, the jobless, the poorly paid, neglected dependents, and women are most sensitive to the double standard of values in our society.

Equal opportunity, a singular American value, must be uniformly applied if it is to be meaningful. Labor unions, industry, and all government policy must consciously correct traditional American prejudice.

Values have little meaning to children who are unable to mature properly because of physical neglect, psychic disturbance, or spiritual depression resulting from chronic disadvantages. Wholesome values can only be affirmed and pursued by children who grow up in a society which affirms their right to dignity and self-respect.

Recommendations

At every point in American life, one senses a lack of trust. Yet a nation committed to a respect for differences cannot survive if this splendid pluralism destroys mutual trust and turns our society into a battlefield with an endless array of clashing armies.

While this nation leads the world in military might and economic power, our true potential lies in the values inherent in our experiment in democratic government. "Liberty and justice for all" still stirs the hearts of men everywhere and is the true repository of our greatness.

We call upon the President of the United States to reassert the values expressed in the Declaration of Independence and the Constitution of the United States; to clarify the purpose of the nation, expunging divisiveness, and bringing the American people together in a new experience of national unity; and help the nations of the world, through justice, mutual understanding, sacrifice, humility and compassion, to find the path to lasting peace.

We therefore present to the President these urgent recommendations:

An act of personal dedication be included in the Pledge of Allegiance to the Flag.

A comprehensive family assistance plan and supportive family services program be established.

Schools teach values and develop critical faculties in children. Teachers need special preparation for this task.

Religious leaders should relate ethical responsibilities to both the personal and social aspects of daily living.

Schools prepare children to judge the values presented in the media. More time on television and elsewhere is needed for value education.

Diversified program content be included in the services of child character-building agencies so that a broader multi-racial, -cultural, -lingual community of children may be effectively served.

Children be given a value-centered realistic view of work, with opportunities for both volunteer and paid work experiences.

Private and public funding be increased for value research programs.

Presidential leadership be vigorously asserted to restore confidence and unity of national purpose and that a Children's Bureau be established at the national level as a continuing advocate for children.

A Pledge With Personal Dedication

Every American child learns and recites the Pledge of Allegiance to the Flag. Today, however, it is not uncommon to see young people standing mute at public gatherings when the flag is saluted; others mumble through the words without meaning or feeling. Such conduct may stem from the realization that "liberty and justice for all" is not a fact in American life. They know that many Americans are not committed to these principles, and they feel the tension of distrust. Their cynicism is a serious value loss to the nation.

The time has come to combine with the Pledge an act of personal dedication. Under the administration of President Dwight D. Eisenhower, Congress revised the Pledge to the Flag to include the phrase "under God." We recommend that it be further revised to read:

I pledge allegiance to the flag of the United States of America and to the republic for which it stands; *and dedicate myself to the task of making it* one nation, under God, indivisible, with liberty and justice for all.

This would provide Americans of all ages, races, and cultures with a realistic, affirmative pledge to deepen our common commitment to a truly free, truly responsible, and truly united society. It would encourage all Americans concerned with the future of our children to join in faith and works to make the values expressed in our Pledge of Allegiance a living fact of American life.

Family Stability and Values

The family plays the most crucial role for children in value and awareness. Since family stability is essential to observance and demonstration of a healthy value system, we recommend:

A comprehensive family assistance program based upon a family income standard that will assure reasonable economic security. We favor the direction suggested by President Nixon's Family Assistance Plan, but consider its provisions inadequate.

Because of the growing influence of the child's peers, parents should encourage inter-racial, inter-cultural association of children across economic lines. Small low cost housing units, sprinkled purposefully in suburbia, and fully integrated schools will substantially enrich the value understanding, competence, and self-assurance of America's growing children.

Supportive services for families and children, which are absolutely essential in our complex city civilization, must include:

Family growth centers—where entire families, regardless of income level, can receive counseling and assistance in areas relating to their vital child nurturing responsibility

Day care centers—not only for working mothers but also for mothers who are rendering valuable volunteer services to the community

Foster homes and adoption services—expanded to guarantee the best possible homes for children

Family planning counsel and service—for those who desire it

Educational programs for parents—designed to increase their skill in dealing with the needs of growing children

Family life education—this education in the school curriculum at all levels, beginning in the early grades in grammar school.

Schools and Value Responsibility

Schools must enhance the individual potential of children, rather than simply produce educated pupil products. We therefore recommend that:

All schools place special emphasis on the process of ethical reasoning and value formation. Stress should be on practice in discussing and arriving at individual ethical choices, with emphasis on both individual and social responsibility.

Teacher training institutions include in their curricula significant learning experiences in ethical reasoning and value formation. Schools and teachers must not impose values, but rather create the environment in which the child will have the incentive to affirm a healthy value construct.

Children with diverse cultural, religious, and racial backgrounds be included in the same classroom, thus contributing to value education.

Learning materials, procedures, and methodology respect cultural differences and confirm the identity of each child. Individuals of every ethnic background will thereby be afforded an opportunity to affirm their own unique cultural assets and contribute to the enrichment of our pluralistic society.

The aims of value education must be to help the child develop a realistic perception of himself in relation to other persons; to make the child aware of the realities of human conflict, so that empathy, understanding and conviction are intelligently employed; and to sharpen the child's critical faculties making him less susceptible to fantasy, distortion, and crass propaganda.

Guidance counselors and day care teachers be trained to reinforce value learning.

Religion and Values

Religion has a significant role in nurturing faith and life philosophy in the lives of children. Religious leaders must assist children in understanding the relevance of religious principles to their personal childhood experiences, which often include unexpressed feelings of rejection, inadequacy and fear, a trumatic death or divorce in the family, sibling or peer group conflict, as well as the great social questions of war, race, and poverty.

Religious nurture must assert, again and again, the high ethical and moral values which are indispensable props to a healthy society. The courage to speak and act in support of unpopular causes requires a conviction born of a power stronger than reason and more durable than a sudden burst of emotional fervor. More time, more effectively used by religious institutions, will be required to accomplish this important task.

We recommend that:

Religious groups recognize their crucial role in preparing children with knowledge and understanding that will assist in creatively managing normal life experiences as well as developing deep spiritual resources for periods of crisis

Church and synagogue leaders must recognize that ritual and liturgy cannot substitute for the cultivation of a personal faith and a deep sense of responsibility in carrying out the ethical, inter-personal, and social demands of that faith in daily living

Religious institutions cultivate in their members a respect for the dignity of other persons, especially those whose race, religion, or economic status differs from their own

All religious denominations join in a common program of value education linking all children in a common bond of responsibility for the family of man.

Mass Media and Value Education

Recent research indicates that children spend more time watching television than they do in school. Certainly the values and attitudes of children are greatly influenced by what they see on television. Add radio, records, and non-school printed materials, and the media's total impact on value formation is tremendous. *We therefore recommend that:*

Schools develop curricula to teach children to distinguish between reality and fantasy in the media, to differentiate between substantial and superficial presentations, and to use discrimination in viewing documentaries or programs slanted toward a particular point of view.

Television be encouraged to present careful documentaries on every ethnic, racial, and regional group in the nation. A conscious effort should be mde to present a properly proportioned picture of each group, rather than portraying the bizarre and the atypical as if they were the norm.

The Federal Communications Commission use its power as a regulatory agency to enforce truth in advertising and the Fair Employment Practices Code pertaining to the hiring of minority groups and to deny the use of the media to prospective advertisers not adhering to these codes.

Government and private financial assistance be given to the development of video tapes, radio scripts, and printed materials for use in promoting discussion of value issues related to child experiences.

More free time be allotted to children's programs, with a greater *emphasis on human personality development, problem solving, and the involvement of values in decision making.*

Child Character Building Agencies

Group work agencies serving children (such as Boy Scouts, Girl Scouts) play a significant role in value development. Much of their service, however, is directed to middle-class Americans. These programs and services need to be extended to lower income children and racial and other minority children. Middle class white group work patterns cannot be uniformly applied to all children. *We therefore recommend:*

Programs of boy and girl group work agencies must relate more closely to the child's total world consisting of the family, the school, the community, the church, and the media. Bilingual, cultural, and racial adaptations must be made so that these highly developed agency group work programs will be relevant to the child's actual world, with realistic challenges to character and value development.

That American adults give high priority to financially supporting effective, diversified, and indigenous child group work service agencies, so that they may obtain adequate staffing and resources to significantly expand their work.

Work in the Real World

Work gives the child an opportunity to use his intelligence to bring order into his world. Work serves a value-strengthening function. All children need opportunities for responsible, meaningful, and rewarding work. Doing things for children that they should do for themselves eliminates legitimate work opportunities for children, thus giving the child a false conception of normal adult responsibility.

Adults and children in the seventies find it more difficult to secure satisfying work experiences than their predecessors. Machines, technology, and the assembly line approach to production obscure the worker's sense of personal importance in the productive process. Under these conditions, work becomes boring, uninteresting, and undesirable. *We, therefore, recommend:*

That the Federal government, through its Department of Labor and Commerce, develop and subsidize programs to encourage apprenticeships leading to rewarding work experiences.

That parents, schools, industry, organized labor, and all child-serving agencies join in reinterpreting the meaning of work in our technological, industrialized culture, so that its value-strengthening consequences may be experienced by growing children. This can be done by designing special work experiences for children as a part of their learning experience.

Access to the crafts and skill trades in American industry must be assured to all children. Race and sex discrimination in job opportunity is a major cause for frustration in growing children and a major contradiction of basic American values.

Supervised school visits to industrial plants for children to witness the productive process should emphasize the participation of the individual workers as well as the elaborateness of the product. If children do not appreciate the men and women who operate the machines and perform the vital linking operations, it will be difficult for them to visualize positive life fulfillment in such work.

That children be given the opportunity to witness their parents at work, so that they understand how work is related to the financial support which sustains their lives. These experiences must be planned activities, designed to teach the relevance of work to values.

That volunteer work opportunities for children be provided by all child group work serving agencies, so that children learn the value of contributing effort without expecting personal monetary rewards.

Research Required

Too little research has been conducted in the area of value learning, value expression, and value frustration. To develop a program of value learning, we must know more about the value needs and attitudes that now exist. Furthermore, experimentation in value development must be documented so that progress and mistakes can be discerned. *We therefore recommend:*

That private foundations and government be encouraged to provide funds for research in the area of value development, methods of value learning, and the problems of value implementation.

Government and Public Confidence

Many Americans feel that they do not have a voice or an effective channel through which they can be heard. This feeling of frustration is absorbed by the children and reflected in their behavior toward members of the so-called "establishment," from the "cop on the beat" to the "classroom teacher."

Too many Americans have stopped believing in their elected officials. Here, in the White House Conference on Children, a major impediment to our work has been the prevailing feeling that no matter what we do "nothing is going to happen." *We therefore recommend:*

That the President of the United States take decisive steps to open channels of communication and understanding between the people and the representatives of their government, especially the presidential office.

That national priorities be reordered so a major commitment to human development and the needs of children will be made at all levels of government.

That the government purchase child services from established private agencies which require additional financial assistance to expand their services. No such public assistance should be given, however, without conformity to antidiscriminatory public policy.

That the President of the United States lead the way by establishing a children's bureau at the national level as a continuing advocate for our children.

Forum No. 4 Members

Roy Nichols (Chairman)

Neil V. Sullivan (Vice Chairman)

Joseph Colman

Michael Conners

James Cotter Hirschberg

Woodrow Kennell

T. Antoinette Ryan

John F. Tomayko

Margaret Wheeler

Mary Kay Williams

Sheldon Zimmerman

Future of Learning

The Future of Learning:
Into the Twenty-First Century

Report of Forum 5

White House Conference
on Children 1970

The Right to Learn

The right to learn embraces the right to know what lies ready to be learned and the right to learn the ways of knowing. It means for each individual the right to learn what he needs in his own way and at his own rate, in his own place and time.

In a nation that speaks of inalienable rights, the right to learn must be paramount. Yet that right, in its full meaning, has been denied to many in this nation. It has been denied because of color, religion, poverty, infirmity, and residence. And it has been denied because of our often mindless adherence to many unproductive teaching concepts and practices.

The right to learn is the goal we seek for the twenty-first century. We want for our children a range of learning opportunities as broad as the unknown range of their talents. We want a learning environment that nurtures those talents. We want our children to know themselves and, secure in that knowledge, to open themselves to others. We want them to have freedom, and the order, justice, and peace that the preservation of their freedom demands.

What and How to Learn

Achieving our goals must bring us to profound questions of what and how to learn. The first step—a difficult step for some of us—is acceptance of what should be obvious: school is but a part of the learning environment.

Schools and teachers have been with us for so long that they have often been equated with education and, worse, with learning. Yet the infant learns to walk and to talk, to trust and to distrust; he learns fear and love and hate—all without benefit of school. By the age of five, the child has sat before a television set for at least the number of hours he will spend in the first three grades of school. Yet still, we equate learning with school.

Although we believed, until recently, that school was the most powerful part of the learning environment, we know now that it is not.

But school is still the formal instrument created for the explicit task of educating our young, and in many ways it is the most important educator. Its answers to the questions of what and how to learn have both reflected national strengths and weaknesses and contributed to their formation.

The world has become increasingly complicated by technological advances and challenged by inequities in the human condition, all unfolding against the backdrop of an unknowable future.

As preparation for coping with these uncertainties, much of the subject matter of today's learning is unrealistically narrow and antiseptic. Those who have selected and prescribed it have done so through the biases of their Western culture, looking more to the past than to the future. For example, by denying to the young the richness of African, Asiatic, or Latin American heritages, to say nothing of the exciting variations of our own black and brown and yellow and red cultures, we have too often ignored and implicitly denigrated other cultures at an inestimable cost to all our children.

The full extent of the denial of the right to learn is even greater, however, for we tend to paint only pretty pictures of life, out of deference, supposedly, to the tenderness of children. In so doing, we magnify our hypocrisy for all to see. Even the youngest of our offspring soon become aware that we wage war while talking peace, that children go hungry in the richest land on the face of the earth, that even leaders cheat and lie. They come to understand that what we say and what we do are very different things. They see with the uncluttered vision of children the gap between rhetoric and reality.

What is to be learned is refined by our filtering system until, too often, it has little power to grip the learner and thus defrauds or cheats him. From the truly exciting possibilities of a culture—or conscience—embracing mankind, we slide to the homogenized "adventures" of Dick and Jane and a field trip to the supermarket.

With regard to the "how" of learning, we have only begun to question the outworn notion that certain subjects or concepts are to be learned by all individuals at successive stages of growth at stipulated times in sterile places. Reading is for the first grade, long division for the fourth, and fractions for the fifth and sixth. All of this takes place between the hours of nine and three in a big box divided into cells. Preschool prepares for adjustment to the first box, and six or seven years in that box prepares for adjustment to a next larger box.

In this lockstep, as in so many other ways, we teach that each phase of life is instrumental to the next rather than of ultimate value in itself. We see the man we want the child to become rather than the child seeking to become himself. In the words of Hannah Arendt, "Man sees wood in every tree."

Toward Better Schools

This is the winter of our educational discontent. Until recently, we believed that we had only to provide some new subject matter here, inject a heavier dose of phonics there, or tighten the discipline a little, to improve both the system and society. Better schools (defined in largely quantitative terms) would mean more jobs, a brisker economy, safer cities, and more aware, dedicated citizens. Or so we thought. Dwindling confidence in these relationships reflects both declining public confidence in the schools and the tenacity with which we cling to the "learning equals school" equation. Painfully, we are coming to realize that grades predict grades, that success in school begets success in more school but is no guarantee of good workers, committed citizens, happy mothers and fathers, or compassionate human beings.

The schools have been poked and probed, judged and weighed—and found wanting. Whereas for many years they fulfilled brilliantly the primary purpose for which they were founded—the creation of one nation out of millions of immigrants—recent decades brought them new kinds of clientele whose needs could not be met with the formulas and procedures used previously.

For a brief span of years, we believed that serious problems existed only in the schools of our great cities. Increasingly, we have come to understand that suburban and, to an even greater degree, rural schools do not assure the diet or provide the vitality our children deserve. Even the middle-class school around the corner reveals ragged edges surrounding a soft center. The failures of our schools are apparent in dropout rates, in barely minimal learning on the part of many who do remain in school, and in growing alienation among the young of all colors and classes.

At the root of the problem is an implicit denial of diversity. The schools have become great sorting machines, labeling and certifying those who presumably will be winners and losers as adults. The winners are disproportionately white and affluent. The losers, too often, are poor, and brown, or black, or red.

But many of the winners are losers, too. For they are shaped, directed, and judged according to a narrow conception of what is right and proper. This process begins very early; the environment of expectations, rewards, and punishments is established before mother and child leave the hospital. And in the home, infants are encouraged in their efforts to walk and talk, but their responses to sound, color, and smell are ignored or stifled. This process of channeling energy and talent is refined and perfected in the schools through a network of expectations, rules, grades, required subjects, and rewards for what is wanted and the subtle extinction of the great range of talents and achievements which are not wanted.

Do we paint an unduly dark picture? Perhaps, for sunny islands of contrasting practice are known to all of us. But study and reflection reveal that the contrasting examples are, indeed, islands in an otherwise gray sea. Those few must be tended and nurtured because of both their precious rarity and their potentiality for guiding change.

Massive Task of Change

A massive task of change lies ahead. We cannot take joy from these islands of success while we kill at home and abroad. We cannot point pridefully at those who have "made it" while half of us believe that life has passed us by. We cannot rejoice with our sons and daughters when their brothers and sisters do not graduate with them. We cannot congratulate ourselves on our talents when half of our talents have withered or died.

The inflated rhetoric we have used in describing our accomplishments far exceeds their nature and extent. Among many of our people there is a sense of outrage induced by the discrepancy between what is and what could be. Thankfully, however, not all our energies are used up in anger. We have more than a little hope that a new era can be both described and created. At the core of this hope is a fresh awareness of children: of their intrinsic rather than instrumental value, of their ability to learn, and of the kind of learning they could and should have as we look to the twenty-first century.

Other generations believed that they had the luxury of preparing their children to live in a society similar to their own. The primary—although seldom attained—aim of education was thus to transmit the existing culture to the young. Ours is the first generation to have achieved the Socratic wisdom of knowing that we do not know the world of 2000 in which our children will live. Although it is only thirty years in the future, we cannot truly envisage it and the range of demands it will impose on twenty-first century man.

The Requirements for the Twenty-First Century

To speak, as we have in the past, of giving our young the "tools" with which to survive, to speak of techniques and "subjects" as the essential components of education, is to speak of trivialities. And, it is to send our children unequipped into the unknowable.

All that we can predict with certainty is that the central issue of the twenty-first century, as it is of this one, will be the struggle to assert truly human values and to achieve their ascendancy in a mass, technological society. It will be the struggle to place man in a healthy relationship with his natural environment; to place him in command of, rather than subservient to, the wondrous technology he is creating; and to give him the breadth and depth of understanding which can result in the formation of a world culture, embracing and nurturing within its transcending characteristics the diverse cultures of today's world.

We ask first, then, not what kind of education we want to provide but what kind of human being we want to emerge. What would we have twenty-first century man be?

We would have him be a man with a strong sense of himself and his own humanness, with awareness of his thoughts and feelings, with the capacity to feel and express love and joy and to recognize tragedy and feel grief. We would have him be a man who, with a strong and realistic sense of his own worth, is able to relate openly with others, to cooperate effectively with them toward common ends, and to view mankind as one while respecting diversity and difference. We would want him to be a being who, even while very young, somehow senses that he has it within himself to become more than he now is, that he has the capacity for lifelong spiritual and intellectual growth. We would want him to cherish that vision of the man he is capable of becoming and to cherish the development of the same potentiality in others.

The education of this kind of human being is necessarily an enabling process rather than an instructional process. It requires opening the whole of the world to the learner and giving him easy access to that world. This implies enormous respect for the child's capacity to learn, and with the granting of respect goes, by implication, the granting of freedom.

Learning in the Year 2000

When we look to education in the new century to come, we see learning not as a means to some end but as an end in itself. Education will not be an imitation of life but life examined and enjoyed. A prescribed age for beginning to learn—or for ceasing to learn—will be meaningless. So will age as a criterion for determining what needs to be learned. And so will the standard school day and the standard academic year.

Diffused Learning Environment

Compulsory education—or compulsory attendance, as it might better be called—will be a thing of the past. School as we now know it will have been replaced by a diffused learning environment involving homes, parks, public buildings, museums, business offices, guidance centers. Many such resources that are now unendorsed, unofficial, unrecognized, unstructured, or unsupervised—and unused—will be endorsed and made fully available for learning. There will be successors to our present schools—places designed for people to gather for purposes of learning things together.

The mere availability of a broad range of options will signify what we believe will be an important, and essential, change in our national value system. The word "success" will have been redefined, and a far wider range of choices—of study, of taste, of career, of "life style"—will be legitimized and seen as praiseworthy. Little boys will not be made to feel that they must grow up to be aggressive—or even affluent—men. Little girls will not need to feel that domesticity is the necessary end-all and be-all of existence. A career in science will not have higher status than a career in the creative arts. We will, in short, give substance to our long-standing but never fulfilled commitment to honor and develop the entire range of human talent.

Effects of Technology

Modern technology will help us realize our goals. The profound significance of the computer, when properly used in learning, is that it introduces an entirely new source of energy into the educational process. It is energy which is not affected by the night before, by viruses, or by unmanageable children. Subjects missed this year can be picked up next year. Single subjects can be pursued intensively for periods of time governed only by the whim of the learner. The 50-year-old need not humble himself by going back to school with 12-year-olds to get what he wants. He may go directly to the energy system, which is not aware of age, color, place of birth, or time of day.

It is possible that advanced technology will return the family to the center of the stage as the basic learning unit. Each home could become a school, in effect, via an electronic console connected to a central computer system in a learning hub, a videotape and microfilm library regulated by a computer, and a national educational television network. Whether at home or elsewhere, each student, of whatever age, will have at the touch of a button access to a comprehensive "learning package," including printed lessons, experiments to be performed, recorded information, videotaped lectures, and films.

Role of Schools

The moment so much teaching energy is made available throughout the twenty-four-hour span of the day to all individuals at any place; school need no longer be what we have known it to be. It may then be used for latent and other functions we have not until now fully recognized. It will be the place where human beings come together, not for the formalities of learning subject matter, but for the higher literacy going far beyond reading, writing, and arithmetic.

And so the schools of the twenty-first century, by whatever name they are known, will continue to play a major role in advancing insight and knowledge. But these "school learnings" will center more closely on developing man's ability to know himself and to relate to others. We expect that students will come together to speak and to listen, but in a greater variety of ways than they now do in schools. Heavier stress will be laid on learning different forms of rationality and logic and on ways to deal with crisis and conflict. The individual will be helped to develop a greater consciousness of his thoughts and feelings, so that he may feel and experience life and at the same time stand outside his immediate experience, so to speak. For twenty-first century man would be a sentient being with both the freedom that comes from understanding and the accompanying control of impulse. The schools of the twenty-first century will have as part of their "curriculum" helping the young to understand their own antecedents, as they do today, but in infinitely more direct and vital ways.

Function of Teachers

In such an educational world, everyone will be from time to time both teacher and learner, but there will still be great need for teachers who, for the first time, will be free to engage in truly human tasks. No longer will they need to function as ineffective machines imparting "facts" by rote, since real machines will have taken over that function.

Some will spend many hours preparing a single lesson, to be viewed by thousands or even millions of individuals of every age. Others will evaluate such instructional programs. Some will staff counseling centers. Others will be engaging with groups of all ages in dialogue designed to enhance human communication and understanding. The freedom and sense of potency we want for our children will be experienced, at long last, by their teachers. The entire enterprise will be directed toward increasing the freedom and the power of each individual to shape himself, to live at ease in his community, and in doing both to experience self-fulfillment.

From Today Into Tomorrow: Recommendations

We have sketched a kind of learning Utopia. Achieving it will not be easy. In fact, without massive, thoughtful, social reconstruction, we will not get there at all. To stand aside—unconcerned, uncommitted, and unresolved—may very well be to assure no twenty-first century, least of all our Utopia.

We must actively aim toward a future in which the promise of American public education is truly fulfilled when quality education, broadly conceived, is accessible to every American of every age and in every walk of life. We believe that the following three recommendations summarize what must be done if we are to move toward our Utopia.

Reordering National Priorities

We recommend that national priorities be reordered, with spending of money, materials, and energy for war and defense subordinated to wars against racism, poverty, and pollution, and action on behalf of education.

Department of Education

We recommend that a Department of Education, with full cabinet status, be established and backed by a National Institute of Education in addition to the present United States Office of Education. The Department of Education shall contribute significantly to the reordering of national priorities, establish national educational policies, and promote constructive change in educational practice, all directed toward the full development of individual potential and the welfare of our society.

The immediate charge to this Department is:

Provision of resources for salvaging the growing number of school districts now on the verge of financial collapse

Comprehensive implementation of what we now know to be quality education

Increased educational experimentation through a wide variety of educational institutions, with public accountability

We make our recommendations in light of our conviction that school is a concept, not a place, and that schooling and education are not synonymous.

Continuing Dialogue Culminating in our 200th Birthday

We recommend that a continuing dialogue on the findings and conclusions of this Conference be commenced now, to be held in towns and cities throughout the land, and culminating in the celebration of our 200th birthday as a nation with learning as the theme.

Moral and Financial Commitment Implementation

The first step toward implementing these three recommendations is moral commitment. Like all moral commitments, it must be backed by resources and action. There is much talk about the need to reorder national priorities. We add our voices to the millions seeking life-giving rather than death-dealing, conservation rather than the wanton pillaging of our resources, and the freeing and nurturing of the human spirit rather than the proliferation and worship of material objects. We sound a special call for full and genuine commitment to the right to learn.

The signal announcing this commitment will be the long-awaited injection of large-scale government funds into learning: for encouraging experimentation in the schools we have, for the creation of schools specifically charged with experimentation, and for transcending the schools by bringing new learnings into them and by taking boys and girls to the whole range of resources outside of them. For a time, at least, we must infuse these funds as though we were at war—because, of course, we are at war: with ignorance, prejudice, injustice, intolerance, and all those forces crippling and restricting young and old alike.

Reform in the Schools

The first phase of reconstruction pertains to the schools we have. Supposedly, the decade of the sixties was one of school reform: in the curriculum, in the organization of school and classroom, and in instruction. But recent studies reveal that the appearance of change far outruns the actuality of change. Put simply, the list of unfinished business is formidable.

In spite of emphasis on the need for identifying goals, few schools have a clear sense of direction. In spite of the obvious futility of "teaching" the world's knowledge, schools still emphasize the learning of facts rather than how to learn. In spite of our golden era of instructional materials and children's literature, the textbook is still the prime medium of instruction. In spite of growing knowledge about individual differences in learning, what children are to learn is still laid out by grades, years, months, and even days. In spite of increased insight into how learning occurs, teaching is still largely telling and questioning. In a diverse, complex society, our schools demonstrate almost monolithic conformity and enormous resistance to change. Close scrutiny reveals a deepseated inability to come to grips with the problems those in the schools say they have.

The top agenda item, then, in seeking to enhance learning in the seventies is unshackling the schools. The process must begin by decentralizing authority and responsibility for instructional decision making to individual schools. Simply dividing large school districts into smaller districts is not the answer. Schools, like individuals, are different: in size, problems, clientele, types of communities served, and the like. They must create programs appropriate to their local circumstances, encouraged and supported in the diversity such a process necessarily entails.

Experimental Schools

Many schools are not ready to take quick advantage of sudden freedoms. Too long fettered by the larger system, their staffs will be timid and uncertain. *We recommend, therefore, that substantial government funds be allocated for the deliberate development of schools, accountable to the public, whose sole reason for being is experimental.* Designed for purposes of providing alternatives, such schools could provide options in the community and thus would attract more supportive parent groups. In time, such schools would provide models for replication in networks of cooperating schools seeking to learn from each other.

Such schools need not arise solely within "the system." We are at a time in history when the need to break out of established patterns is critical. We need alternatives wherever we can find them. Some of the "free" schools springing up around the country offer diversity and should be encouraged to the point where their practices truly reflect their underlying philosophies.

We urge that support be given to schools endeavoring to abolish *grade levels, develop new evaluation procedures, use the full range of community resources for learning, automate certain kinds of learning, explore instructional techniques for developing self-awareness and creative thinking, reschedule the school year, and more. Most of all, we urge that substantial financial support be given to schools seeking to redesign the entire learning environment, from the curriculum through the structure of the school to completely new instructional procedures.*

Early Childhood Learning

Especially needed are well-developed models of early learning. We know now that the first five years of life largely determine the characteristics of the young adult. And yet, we fail these years shamefully either through neglect; or through narrow, thoughtless shaping; or through erratic shifts from too little to too much concern. Although health is the special province of several other Forums of this Conference, we believe that it is impossible to provide the kind of learning environment we envisage in the absence of coherent, well-planned, and integrated health services to children from birth on. We believe also that early childhood centers are appropriate places for mothers-to-be to receive prenatal medical care and education and we urge their widespread establishment. There is ample evidence that commercial interests exploit the undiscriminating drive of many Americans to see to it that their children are well prepared for school. There also is abundant evidence that millions of parents fail to provide their children with the guidance, support, and social and intellectual skills they need for productive independence.

Two successive governments have promised and failed to deliver on a vast effort for expansion and improvement in the education of young children. A National Laboratory in Early Childhood Education suffered a crippled birth under one administration and is now starving to death under another. *We need research on the developmental processes of the young: educational programs based on what we now know; thousands of adequately prepared teachers to staff nursery and play schools; and exemplary models of programs stressing cognitive, aesthetic, motor, and affective development.*

Teacher Education

High on our list of "old business" is the overhaul of teacher education from top to bottom. The continuing debate over the value of "methods" courses, whether to have more or fewer of them, and how to regulate teacher education by legislative fiat only reveals the poverty of our approaches to the problem. Shuffling courses about is not the answer. Required are change strategies which take account of the fact that pre-service teacher education, in-service teacher education, and the schools themselves are dependent, interrelated, and interacting components of one social system, albeit a malfunctioning one.

It becomes apparent, therefore, that financial resources must be directed toward those strategies that link schools seeking to change with teacher education institutions seeking to shake out of established patterns. In brief, the teacher for tomorrow's learning must be prepared in school settings endeavoring to create a new kind of tomorrow. Most of today's teachers are prepared for yesterday's schools.

The tasks for the seventies may not have the heady appeal of the slogans for the sixties but they have a meaty substance about them, an "action" appeal for students, teachers, parents, private foundations, and all levels of government. Those who prefer doing to talking should find challenge enough in simultaneously redesigning the schools we have, creating alternative models, and arranging for teachers to find their role in these new settings for learning.

Electronic Education

But we need not wait for the 1980's to get a good start on other components of our visions for 2000. In fact, some roots already are taking hold. School, however reformed, is but one of the child's resources for learning. He spends more time and perhaps learns more, for better or for worse, in the electronic embrace of another —television. Television, in turn, is but one of several powerful teachers of electronic genre. The computer has even greater potential because of its ability to coordinate an array of devices: filmed or video-taped cartridges, records, graphic symbols, paper printouts, and responsive surfaces—devices for sight, sound, touch, and even smell.

We must stop talking about the possibilities of electronic educational aids and engage in experimentation on a much broader scale. To date, educational television has teetered on the brink of disaster, its limp fare failing to compete with commercial products, especially advertising. "Sesame Street" demonstrates vigorously that this need not be. It also demonstrates that successful use of television for desirable learning by children requires substantial financial backing—for air time, for production, for evaluation, and especially for research into what constitutes appropriate subject matter. Ten years from now, the initial use of this instrument to teach children numbers and the alphabet will appear primitive, indeed.

One of the major tasks involved in bringing electronics productively into children's learning involves a kind of research, namely, determining appropriate roles for human and machine teachers. The cant of audio-visual education insists that equipment be only an extension of human teachers. For computers, for example, to be mere extra arms of human teachers is to cripple both. We must recognize the fact that electronic devices constitute a new kind of instructional energy—indefatigable, relatively immune to changes in the weather, and contemptuous of time of day or day of week. The human teacher, on the other hand, is sharply limited in energy pattern, highly susceptible to chills, immobile in times of flood and snow, and sensitive to time of day. Clearly, the tasks for human and machine teachers should be both different and complementary.

When we come to recognize fully the characteristics and possibilities of electronic energy, most of the "givens" of schooling collapse. Learning need not take place in a box, from nine to three each day, five days a week, 180 days per year. There need not be a school beginning at age five, a graded school, or a "balance" of subjects throughout the day. Nothing need be "missed" because of absence; it can be picked up tomorrow by asking the machine to retrieve whatever is wanted. Something resembling a school—and this something might take many forms—is needed for those important human activities of interaction, exploration, finding one's self through others and others through one's self.

A needed form of experimentation, beginning now and continuing unabated into the twenty-first century, is that of creating options to schooling and legitimizing them. Soon, it will be common practice to show a variety of cassette tapes through a home television set. CATV promises a new set of options. And just behind both of these developments lies the home computer television terminal plugged into several video outlets, capable of playing its own records and cassettes, and providing printouts of the learning and cultural options currently available in the community. Taking advantage of these alternatives must be accepted and encouraged.

One way for us to begin to grow accustomed to this non-school freedom is to use much more vigorously the learning resources lying outside of school. Children should be excused from school for blocks of time in order to gain access to a non-school teacher, to serve as apprentice to an artisan, or to practice a hobby in depth. The biggest block to the kind of learning future we are endeavoring to describe is not its availability. It is our individual difficulty in seeking to shake ourselves loose from the vice-like grip of our present stereotyped thinking. Let us begin simply, with the young man who wrote: "All the world is a school and you don't need permission slips to get out into the halls and everybody should exchange classrooms and, Hey! what about the lawns. . .?"

Call to Action

We had better begin now because we will need all of our imagination and our wisdom to cope with some of the critical moral questions soon to be thrust upon us. We now know that drugs are being used deliberately, under medical supervision, to intervene in the learning processes of children. Electronic means are being used to assist in the treatment of childhood disorders. The field of biochemistry is breaking new ground in seeking to understand and improve learning processes. Independent of these activities, drug use ranging from mild exploration to dangerous abuse is now a fact of life. Who is to be judged deviant and needful of chemical or electronic treatment? What restraints are to be placed upon the use of drugs for educational, self-serving, or destructive purposes? And who is to make what decisions for whom?

The question of who is to make what decisions for whom probably is the most pressing educational question both today and tomorrow. It is at the core of current discussions of accountability, voucher systems, and the like, in schooling. It is at the core of any minority group demand for self-determination and equality. Ultimately, it brings us into the matter of who owns the child and who is to determine his freedom. To come back to where we began, the right to learn means the freedom of each individual to learn what he needs in his own way and at his own rate, in his own place and time.

This interpretation of the right to learn will not be easily understood. Nor are we likely to come easily to full acceptance and support of the flexibility and experimentation required to design the future of learning. We urge our leaders at all levels to work toward public understanding and support. We urge that celebration of this nation's 200th birthday in 1976 be taken as the culmination of a nationwide dialogue about and assessment of our entire learning enterprise; a dialogue that might well find its initial focus in the discussions and recommendations of this 1970 White House Conference on Children and Youth. Such a theme would herald the placement of human concerns at the top of our national priorities and would focus the eyes of our citizens on this accomplishment. The twenty million people expected to attend the year-long celebration could be given the opportunity to participate in a reasonable facsimile of the learning we have described for tomorrow.

We can think of no more appropriate celebration of the birth of a free nation than a demonstrable commitment to make real the most fundamental freedom: the right to learn.

Postscript

This report of Forum 5 is intended to be a picture, painted in very broad strokes, of learning into the twenty-first century. No such document could convey the views of all 180 delegates to Forum 5 and, in fact, no systematic attempt was made to get agreement with the points made, except for the recommendations.

The members of Forum 5, who represented great diversity of background, interests, and views, met for most of the Conference in eight smaller working groups. As a natural consequence, there was great variation in the level of discourse that was carried on. There was disagreement over how specific recommendations should be—some groups made recommendations about extremely practical and detailed matters, others did not—and, where suggestions or recommendations were made, oftentimes there was disagreement over their content. Many recommendations had no target audiences; others were made by perhaps one working group only and not even considered by others. Some overlapped with the subject matter being addressed by other Forums. None of these kinds of recommendations or suggestions appears in this report. It should be noted, however, that one working group did not want any of this report used except for a very small portion of the original summary.

Throughout the Conference, the eager engagement of the delegates with the great issues of learning was apparent. Very strong opinions, on opposing sides, were expressed as to the desirability of providing Federal funding for experimentation outside the formal education system.

Obviously, on this subject as on many of the other major issues considered, there is ample material for the beginning of an exciting dialogue of the kind we hope will culminate in a national focus on educational needs in 1976.

Forum No. 5 Members

John Goodlad (Chairman)

John E. Codwell (Vice Chairman)

John Terry Borton

Charlotte Carr

James Cass

Evelyn Cohelan

Nathaniel R. Dixon

Harvey Haber

Lyle Hanson

Mary Hillaire

Leonard Press

Enrique S. Rivera-Torres

Ole Sand

J. Bradley Williams

Creativity and the Learning Process

Creativity and the Learning Process

Report of Forum 6

White House Conference
on Children 1970

To Free Our Children

The weight of this sad time we must obey;
Speak what we feel, not what we ought to say.

King Lear, Act V, Scene iii

The Focus of Our Report

The Forum on Creativity and the Learning Process states that it "has been jolted by the realization that the Child of America is growing up in captivity. His prison is his American culture. His prison is his environment. His prison is his communication." Only his nation can set him free. The child is the insurance of our American society. We must be prepared to pay the premiums today so that future benefits can be reaped, for if we forfeit the payments today we will bemoan our griefs tomorrow. We therefore conclude that massive commitment to productive change in American life and education is mandatory, and the President of the United States, the Congress, and all our national and local leaders must be advocates of such change.

We have discovered that our concerns for creativity and learning cannot be separated from the societal ills of economic deprivation, confrontation, war, hunger, inadequate housing, racism, poverty, unemployment, corruption, and a host of others. If creativity and learning are to flourish, America must eliminate those societal ills, since they denude the seeds of creativity before they have taken root and stab the heart of learning before its beats are firm.

Our recommendations therefore stress an overwhelming urgency for the solution of these problems as well as the creation of a National Institute of Creativity; the establishment of a cabinet post for education; the launching of training programs for educators and parents in cultural heritage, the human environment, and communication skills; the inclusion of all the arts as an integral part of general education; the recognition and employment of creative community resource persons who do not necessarily meet the usual teacher certification requirements in our schools; and the encouragement of cultural and creative institutions freely available to all children in every community.

Obviously all these recommendations will call for massive support from our national government and therefore imply a reordering of our national priorities and commitments.

Creativity and the Learning Process Defined

We have reached a stage in our evolution when we may become obsolete as a species unless we can rise to a higher plane of creative thought and action. Widespread, deep, and rapid changes are taking place in the structures of our lives: in basic institutions, such as family, school, and church, and in the very fabric of individual experience and personal consciousness. Our ability to transform our present society in constructive response to such change will determine our future. Creativity is the process of adaptive change and development in the organization of life, and is the source of hope for all aspects of American society.

We must generate a new mentality and a new creative spirit among us, a spirit which will tolerate dissent and move boldly toward tomorrow. The risks are great. In the face of change many look to the past, finding stability in the old established ways, desperately resisting the new and unsettling. But the risks of resisting change are greater. Already some of our most creative children and youth are disenchanted with our way of life, and their catalog of discontent cannot be dismissed. They are demanding a new society and a new education which will enable them to transform our world. Our society is in crisis, a crisis of values and meaning in a world of accelerating technological and social change.

We must create a society which makes possible the releasing of the creative spirit that is in every person. Above all, we must cherish and nurture in our children the elements from which creative force can grow . . . independence, individuality, freedom, spontaneity, and originality.

The creative child we wish for is *curious, wonders and questions, seeks new experiences and is open to the world; he is independent and free from social and group pressures to conform at the cost of individuality, is willing to risk error and to play with ideas and experiment, and is willing to change and to live with change.* Such a child is in the heart of every child. The question is whether we intend to encourage and release that spirit among us or whether we would snuff it out.

The child is born a free spirit. The young child knows no solution to his problems until he experiments, risks, decides, invents, and creates a solution which leaves him satisfied. For him, the creative act is a natural response to a problem situation for which he knows no solution. Only through this process can the fullness of his identity and humanity develop. The total learning-living environment that governs the child's growth tends to inhibit free and natural response to his world by substituting adult-oriented solution systems. As the need for problem solving decreases, the creative act becomes increasingly subdued. But the potential for creative action never disappears; it is merely sublimated by a system which proposes to "know" and to teach what is known.

Daily, each human being is faced with problem situations that demand immediate solutions. Today's child is faced with an ever increasing need to establish an identity that is concerned, responsible, and responsive to the ever changing demands of an unbelievably complex social structure, to become an individual who can communicate under all conditions, who can respond to any stimulus and contribute to all levels of societal needs. But today's solutions may well be tomorrow's problems—the salvation of our society depends upon our children's becoming creative problem-solvers.

Three main factors influence creativity and the learning process: culture, environment, and communication. They are interrelated and each performs a significant role in the development of the child.

The Role of Culture

Education is a process that permeates all of life. It should not be identified solely or even largely with schools. The culture itself carries the most important messages to the growing child; *the culture educates.*

Cultural forces, like the forces of nature, are never fully under control. They are massive in comparison with the very limited power that man can exert through rational planning and design. Creativity depends upon the culture's emotional climate in its major institutions: the home, the church, the school, the mass media, and other forms of public communication, the town or city, the state or nation, and international relations. *Creativity is a way of being.* Nevertheless, through foresight and planning we can influence the pattern of development of the culture; choice is possible. And *because we can choose, we are responsible.*

Planning and policy decisions all too often fail to consider psychological and educational consequences. Sometimes, narrow political decisions lead our nation into actions which negatively affect the development of the creative spirit in our children and youth, while other actions have a profoundly positive effect in communicating our creative potential.

Such national actions are *educative events* of great psychological significance. The sense of dignity, identity, worth, and individuality necessary for the creative life must be considered in all such actions. As a first step in our concern for the nurturing of the creative spirit in our children, we must make a concentrated effort to eliminate negative national policies. National, state, and local welfare programs, for example, need to be carefully evaluated and planned; and the question of a minimum guaranteed annual income cannot be seen as purely an economic problem.

The questions as we look forward to 1980 are these: What shall we ask of the culture for our children? How can the culture facilitate the development of the creative potential of children?

Certain general principles are apparently emerging in the life view of the generation coming to maturity: a respect for the individual as a human being regardless of such aspects of the individual's fate as race, sex, physique, and social class; a respect for privacy and self-determination and a dislike for intrusive authority; and the importance of communal relationships not distorted by striving for power over others or manipulativeness. In brief, the maturing generation desires a more honest basis for human relationships.

We must be alert to the rate of change in the culture and try to find a balance between the preservation of valuable social forms and the deliberate introduction of radically new forms. *Both conservation and transformation are needed.* We must educate our children to value good established institutions, as well as to value innovation and constructive reformation of both social institutions and our way of life.

The richness and contributions of America's varied cultural heritages have still to be fully recognized and appreciated by educators; European culture has traditionally been stressed as if it were the only root of America's heritage. This is partly understandable since the majority of America's citizens are of European stock, but it is also most reprehensible since America is comprised of millions of people of cultural minorities with age-old traditions and cultures of which they are justifiably proud, minorities who have helped to build this nation and to establish its global position. Too often, our images of minorities have been grudging and superficial, and our teacher training institutions and classrooms have reflected general neglect and ignorance of this cultural diversity. This deplorable policy must now be reversed, or the turmoils and passions now raging in high school and college classrooms will be unleashed in those on the elementary level. The teacher-in-training must be exposed to the various cultural heribut throughout the curriculum and in an environment broader than within the college walls. (EPOCH—Educational Programming of Cultural Heritage—in Berkeley, California, is an example of a cultural heritage environment.)

The teacher who is exposed to such cultural enrichment will become an enriched human being; his self-awareness will increase, his sense of the worth of every other human being heightened, and he will be able to relate to the precious children he teaches through human approaches that will spark creativity and learning.

Children, too, exposed to their country's cultural heritage, will find their horizons widened and will respect other children for what they are.

Our American culture must be radically transformed. The alternatives are clear: our children, our citizens and leaders of tomorrow, will live either in an America of righteousness or in an America of ruin.

The Role of Environment

Environment exerts an extremely powerful influence on creativity. We have the power to influence the physical, the interpersonal, and the societal environments significantly in the coming decade. To this great task we must direct ourselves.

Deprived of basic necessities of nourishment and protection from physical discomfort, a child will be deprived of the opportunity to be as creative as he might otherwise be. Although a physically deprived child may exercise creativity by the way he works at survival, such acts of creativity are neither maximally satisfying to himself, nor beneficial to society.

Given the basic physical conditions which permit creative growth, it is the human environment, the interpersonal environment, which becomes the all-important factor. The key questions become: Who are the people in the child's environment who determine how creative he may become? What sorts of interpersonal environments can these people create to foster creativity, and how may people significant to the child learn to behave in ways that foster creativity?

Human dignity is basic to creativity, and yet the human potential of millions of minority children is being reduced by oppression. Because of their environment, it is impossible for the creative spirit to be released within them. We must increase our efforts as a society to ensure human dignity and respect for the spark of creativity in everyone.

Three primary groups influence how much each child develops his capacity for creativity: the first, the adults in the home; the second, his peers; and the third, his teachers, broadly defined. At home the child takes in, as naturally as breathing, styles of experiencing the world, of attempting to cope with and change it, and methods of communication with others. The peers of the child, siblings, and others, serve as models and powerfully influence attitudes and behavior which contribute to the growth or restriction of creativity.

The third group, his teachers, includes all those outside the home who take responsibility for systematic supervision of the child's activities, from preschool day care centers and recreational facilities to formal schooling, including church activities. Indeed, it is possible for anyone, a neighbor perhaps, a counselor, or a distant relative, to provide a model which directs a child into creative channels. Public persons, as well as images of the great dead, also provide important models for the child's growth.

To promote growth, we must respect each child as a worthwhile individual, regardless of any specific shortcomings in his behavior. We must respect his potential for making meaningful and creative contributions to the world around him and we must recognize that lack of such respect will tend to stunt his growth. *To develop his potential, it is desirable to promote and recognize small steps, for they represent growth toward what he will become.* To judge a child exclusively or primarily by adult-conceived standards (where he should be rather than where he is) can frustrate both parties and can destroy his motivation to learn and be creative.

The interpersonal environment conducive to the growth of learning and creativity may best be described by specific behaviors which tend to convey one's respect toward the child. We believe that it is self-evident that the adult must make the first attempt at changing and modifying his behavior, despite the sad reality that current practice most always places this burden on the child. To enhance the development of creativity, important people in the child's environment should:

Listen very attentively to the child's opinions and perceptions.

Be sensitive not only to what the child says but to his feelings about himself and others.

Be sensitive to the child's self-concept and the relationship which his image of himself bears to his capacity and willingness to learn and to express himself.

Speak to the child so that he knows that he has been listened to, that his feelings are understood, and that his ideas are respected whether they are agreed with or not.

Interact with the child in ways that encourage him to weigh and evaluate the ideas of others in the light of his own experiences rather than to accept them on faith.

Provide many opportunities for the child to work collectively with peers in projects of mutual interest which provide experience in creative efforts that require collaboration.

Provide as many opportunities as are feasible for the child to evaluate his own work privately as well as publicly and to find ways of evaluating the work of others in a constructive manner.

Offer the child opportunities to share in making the decisions about his behavior in various circumstances so that he may experience the consequences, positive and negative, of his own decisions. In addition to making decisions for himself, he should have experiences in group decision making through democratic processes.

Children cannot be put into two piles—those who are creative and those who are not; every child has potential. Somehow we must find a way to release and nurture the growth of his creative potential, particularly in school, the place where a child spends a great portion of his waking hours. The marking system, the single text, the overcrowded classroom, the large consolidated school, the grade-level, lockstep, one-right-answer syndrome encouraged by many parents and found in many of our nation's schools, all tend to work against creativity. *The growth of a child's creative potential is enhanced through emphasis on freedom, individual choice, small groups, and experimentation.* Our schools are too often grim, dull, anxiety-ridden places, not only for the minorities in our urban ghetto schools but also for the affluent in suburban educational complexes.

It is not possible to spend any prolonged period visiting public school classrooms without being appalled by the mutilation visible everywhere—mutilation of spontaneity, of joy in learning, of pleasure in creating, of sense of self. Because adults take the schools so much for granted, they fail to appreciate what grim, joyless places most American schools are, how oppressive and petty are the rules by which they are governed, how intellectually sterile and esthetically barren the atmosphere, what an appalling lack of civility obtains on the part of teachers and principals, what contempt they unconsciously display for children as children. (1)

We cannot underestimate the psychological brutality, dehumanization, and irrelevance of life in many of our nation's schools. The creative spirit in our children is being destroyed in the schools many are forced to attend. We must demand that the schools make good on their promises to be concerned about the child's development as a whole human being. The government and all the people must become advocates for change at all levels of our educational system. We must begin to reveal the dehumanizing forces at work.

Public schooling has become an increasingly pervasive part of the process of a child's socialization. Its actual function has been transformed from one of learning/teaching to that of socialization, selection, and certification. This shift makes it difficult to establish or expand programs which might help develop the creative potential in children. Immediate joy, fun, and play, so important for creative expression, all have difficulty existing in an institution which is called upon first of all to determine the vocational future of a child.

Formal schooling in our society, which encompasses more and more of a child's time and energy, tends to work against the development of creativity. Our schools continue to weed out or discourage our most imaginative children. The creative child may sometimes be a nuisance to his teacher and to his peers and a liability in the usual classroom. Somehow we must change our attitudes so that rather than weeding out these most imaginative and difficult children, we encourage them in constructive directions. "To turn our schools around, we can begin, first, to concern ourselves more with learning and less with schooling." (2) The elimination of a rigid six-hour school day and the establishment of alternatives for learning are essential. For example, the community can be utilized as a laboratory where a learner might seek the solution of a problem which he cares about, regardless of its educational by-product. The teachers in a community laboratory could be drawn from the vast number of talented creative persons available in every community but basically outside present school systems. The future begins in the present. The decisions we make today as to how we will shape our environment and our children's schools commit us to the future. If we believe in man's creative potential, we must not be content simply to affirm that he is creative, but we must nurture that creative spirit into fulfillment.

The Role of Communication

Communication embraces those interpersonal relationships and forms of expression, both verbal and nonverbal, which are essential for encouraging those kinds of experiences a child needs to become a fully creative person.

The child communicates from the instant he screams his way into the world. And as he grows he creates and learns through communication. The child "is the embodiment of creativity, as he gropes his way around space, colors with strange combinations of crayons, dances to tell stories with his body, questions, plays, explores, builds, cuts . . . and daydreams." (3) As the child matures daydreams are transformed into living experiences, both at home and in the school. Communication must be established in school between the child and teacher through participation, discussion, relationships, trust, ideas, feelings, and understanding. Regretfully these factors are too often absent in American classrooms and as a result, creativity and learning are diminished. If we genuinely wish our children to reach their fullest potential, communication within the classroom must be a focal concern.

The United States Office of Education reports that during the school year 1969–70, 19,169 public school districts were in operation throughout the country. (4) These districts employ vast numbers of teachers, who are armed with university degrees and expected to unleash the creative and learning potential of the children entrusted to them. We have placed this awesome burden upon our teachers, yet omitted from their training the most important aspect of the creative and learning process: communication skills. Before any learning or creativity can occur in the classroom—even with the most gifted and academically qualified teacher—he must be able to strike those common human chords that must exist between the teacher and the child. The teacher must be viewed as an actor, not in the narrow "entertainer" sense, but in the wider sense of creator, discoverer, originator, enabler, motivator, inventor, participator, and communicator. The actor's basic tool is his trained knowledge and use of himself as an instrument of communication. Similarly, the teacher is the instrument of teaching—the link between the child and the act of learning. The teacher must know his instrument, how to unlock it, develop it, keep it tuned, play it, and to strike those vibrations within himself that will tune in his listeners to the creative and learning process. His essential task must be to create and communicate a learning experience within the classroom and to sustain the life of that creation. His ability to use himself—his instrument—determines his ability to communicate, and thus to teach.

Communication skills are human skills which must be taught through professional approaches. They cannot be acquired through wishful thinking or chance. We are not talking here about speech courses, or sensitivity training, or human relations sessions for teachers. We advocate that a professionally oriented project model in communication skills be developed. To our knowledge, such a model has never been launched anywhere in the United States.

Such a project model might be built around a group of enablers, originators, motivators—such as Peace Corps returnees—many of whom are culturally and experientially rich. They have also worked in environments other than the traditional classroom, sometimes under adverse conditions. Such a group, after adequate training in communication skills would begin to make inroads in the classroom which would result in the blossoming of creativity and the reaping of the fruits of learning.

Communication skills are equally important for the child to develop, both at home and at school. "The child who comes to school with good communication skills finds it easy to enter in academic discussions and extend his communicative facility. Other children who enter school with poor communication skills find it difficult to participate in abstract academic activities. They may be thwarted in the acquisition of communicative ability and consequently become more skillful in tuning out rather than tuning in." (5)

Children who are taught communication skills by such enablers described above will be children whose self-awareness and confidence will motivate their academic achievement. They will be a priceless asset not only to their homes, their schools, and their communities, but also to their nation.

Another form of communication is also essential to the creativity and learning of the child, communication through the senses, learning through the arts. As President Nixon has said:

The arts have the rare capacity to help heal division among our own people and to vault some of the barriers that divide the world. (6)

We include theatre, dance, film, architecture, environmental design, painting, sculpture, music, and others. Exposure to, and knowledge of, these arts contribute indispensably to the development of a reasoning, imaginative human being—the creative person. All the arts need to be made an integral part of the general education of children. The aesthetic life belongs to every person as an essential part of his being; children need to learn to think with their senses. The prejudicial discrimination against the senses must be overcome in our educational system. All truly productive creative thinking takes place in the realm of imagery. How the mind functions in the arts enables it to function in other areas of human endeavor. The need for creativity demands that we end the long-standing isolation and neglect of the arts in society and education.

Perhaps the real problem is even more fundamental: we distrust the senses. In our schools we tend to split sense and thought, feeling and reason, with the result that we have, in a sense, educated a nation of deprived children. From first grade the senses begin to lose their educational status and, at best, the arts are reduced to a program for those with particular talents or to a supplement to the study of words and numbers. When "the arts" are mentioned in a school context, they are too often assumed to be frills; they are rarely considered an equal partner in the curriculum or a fundamental part of American public education. (An outstanding exception is the project model in University City, Missouri schools.)

But the arts are our most proven means to strengthen the ability of the senses. And they can make a crucial contribution to academic performance as well: the child often "finds" himself through immersion in the arts and is motivated toward academic accomplishment.

We reject the narrow view of the arts existing in most of our schools today and believe the arts must be made an integral and pertinent part of the education of all children in the nation's public schools. Those who frame curricula must recognize the immeasurable contribution the arts make toward the fulfillment and enrichment of the human spirit. They must make the arts an equal partner in school curricula.

We must begin to enhance today the quality of life we will bequeath to our children, to our leaders, and to our nation. The decisions we make today on culture, environment, and communication will determine the quality of life in the future. We must commit ourselves and our energies to positive and determined action, for inaction will mean that there will be no tomorrow.

Conclusions

Forum 6 members made one overriding recommendation to the Conference:

Overriding Recommendation

We must provide opportunities for every child to learn, grow, and live creatively by reordering our national priorities.

The Forum's supportive statement:

The creative child whom we wish to nurture is curious, wonders, and questions; seeks new experiences; is open to the world; independent and free from social and group pressures to conform at the cost of individuality; willing to risk error, play with ideas, and experiment; willing to change and live with change. Such a child is in the heart of every child but presently our schools and communities are not providing the atmosphere and resources for the development of such creative persons.

In response, we must foster in each community the development of total educational programs available to every child through a more diverse and flexible educational system, more creative approaches to learning, a stress on early childhood education, the expansion of cultural and creative learning centers, and the integration of esthetic education in every school, institution and agency which serves children. To meet that goal will demand a new way of thinking for all of us who claim concern for tomorrow's children.

The Conference's mandate to the Forum on Creativity and the Learning Process was to explore the use of the learning process in fostering creativity among children from 0 to 13 years. It also directed us "to define problems, seek new knowledge, evaluate past successes and failures, and outline alternative courses of action" relating to the child as a creative being.

In seeking to meet this challenge, the Forum has been jolted by the realization that in reality the Child of America is growing up in captivity. His prison is his American culture. His prison is his environment. His prison is his communication. As a nation, we say that our children are close and dear to us. Our sincerity will be measured by whether or not important forces in American society act to free them and thereby spur their creativity and learning.

Federal, state, and local government officials must use the prestigious influence of their offices to demand and implement positive and progressive change in American society. Educators must discard those outmoded and rigidly entrenched attitudes which often stifle those courageous voices that plead for change. All American citizens must actively demonstrate their concern through action for the learning experiences and achievements of not only their own children, but all children.

Dehumanizing forces beset our nation. Economic deprivation, war, hunger, inadequate housing, racism, poverty, unemployment, corruption, and a host of other ills interrelate and undermine our homes, our government, and our schools.

Our children cannot thrive as creative persons in this climate of dehumanization; it denudes the seeds of creativity before they have taken root, and it stabs the heart of learning before its beats are firm. Our nation can and must address itself to the societal ills that confront it, or it will build passive cripples who cling to yesterday rather than active children of tomorrow. The utilization of the learning process to foster creativity among children is but one facet of our goal to improve the quality of life of all people. Obviously then, the evaluation and rebuilding of the environments in which children learn, live, and grow are essential.

The school with limiting walls creates a vacuum around the urges of the child; the school without walls creates a ladder out of those same urges and enables him to climb. We must free ourselves from our antiquated and erroneous beliefs that school is the only environment in which creativity is enhanced and learning takes place, or that the teacher is the sole agent of such achievements. The whole community is that environment and all its resources which must provide those experiences children are denied by being confined within classroom walls and regimented spaces, or within the home.

At the same time, we must fully recognize what the school can become. One of the neglected possibilities of our schools is to provide the basis for the vicarious experiences which are necessary to broaden a child's horizon and introduce him to a larger world. In days gone by, children came to school information-poor but experientially rich, and the school's task was clear—provide broader information. Today a child comes to school information-rich but experientially poor. Although he brings with him a wealth of information, he lacks the skills to handle what he knows. Thus, the school must now provide the child with those experiences that can develop those skills . . . a reversal of the former role of the school in American society. Teachers and children must now be equipped with those skills that foster creativity and learning, skills that will build children of *knowing*, rather than children of knowledge.

We must not equate our concerns with schools alone. Parents and all other adults who work with children must be reeducated so that they will recognize and enhance the individual worth and uniqueness of every child. Community and government agencies must be mobilized to support and encourage parents in their roles as the primary enablers of their children's development and creativity.

All the cultural and creative resources of a community must be readily available without cost to all children, including free transportation to such centers. And we must also explore the better use of existing resources as well as develop new ones.

New roles must also emerge for traditional resources such as libraries, museums, homes, theatres, and at the same time, new resources must be tapped which will broaden the child's view of his neighborhood, his people, and his world. The neighborhood filling station, the grocery store, the lumber yard, shoemaker and butcher shops, the parks, the waterfront, construction sites, post offices, hospitals, streets, radio and television centers, newspaper offices—all these provide learning environments where the child learns through questioning, wonder, joy, discovery, and curiosity.

Recommendations

Our Forum's two overriding concerns are to reorder our national priorities to place education and the needs of children before national defense both in our words and in our expenditures of money, time, and talent; and to promote rapid and basic change in our society, particularly our schools and communities, in order to permit the creative potential in every child to be freed, nurtured, and enhanced.

We therefore recommend:

That the President of the United States, Congress, and all other national, state, and local leaders become the advocates of this reordering and change.

That the Congress establish a new cabinet level post—a Secretary for Education.

To develop persons who can foster the creative potential in all children, *we recommend:*

That the United States Office of Education, state departments of education, and local school authorities enable school superintendents and principals to seek out and employ talented, creative community resource persons, regardless of certification; and that Federal, state, and local funds be made available to support such local programs on a shared, long-term basis.

That programs of self-renewal and further development of creative potential in all community resource persons be established and financially supported through the national, state, and local funding of programs in colleges, universities, museums, libraries, extension programs, growth centers, and other community cultural centers; and that community programs between and among schools, libraries, museums, and other institutions be established for esthetic education of the community.

That the United States Office of Education establish a National Institute of Creativity where the most advanced techniques and results of research on creativity may be synthesized and disseminated to those responsible for implementation, including school systems, community agencies, and voluntary organizations concerned with children throughout the nation.

That research directed specifically to the selection and training of creative candidates for teaching in early childhood education, as well as on the elementary, secondary, and college levels, be financially supported by the United States Office of Education.

That the national and state governments establish and fund programs in the arts, humanities, and sciences for all teaching professionals to enable them to be more creative, as well as better able to develop strategies and programs for freeing and developing the creative potential in children.

To meet the need for continuous, local self-appraisal and new program development for creative education and for new sources of energy and ideas in the burgeoning field of early education, *we recommend:*

That each state establish a core of independent professional consultants who, at state expense, would aid local school systems in self-planning and program development in creativity and the learning process.

That the United States Office of Education, the states, and, possibly, private enterprise financially support the establishment of preschool programs for developing creative potential earlier in children.

That a national system be devised to collect and disseminate information regarding model projects and programs which encourage the development of creativity in the schools, colleges, and other community institutions and agencies.

That public and private parent education programs be developed and funded in every community to help parents build environments which will enhance the creative potential in their children as well as develop those skills necessary to enable their children to grow creatively.

That the United States Office of Education establish a Center on Creativity to develop models for freeing and enhancing creative potential and the corresponding resources for schools, agencies, and other community institutions which deal with children.

To meet the need for education in the recognition and expression of feeling; to provide active, firsthand rather than vicarious educational experiences; and to aid teachers in freeing a child's imagination and discovering his full human potential, *we recommend:*

That the United States Office of Education and the states financially support the development of special pre-service and in-service training programs in cultural heritage, interpersonal relations, and communication skills for teachers, parents, paraprofessionals, and preschool day care workers.

That every community be enabled to fund the extension of esthetic education through programs which, via participation and observation, stress that all the arts are an integral part of general education and community life.

That we encourage establishing a task force in each community to combine and coordinate the existing community resources—libraries, museums, schools, churches, and other voluntary agencies—to aid in developing the creative potential in all children.

That Federal incentives be granted to private and public institutions to positively depict the values of the many cultural and ethnic life styles which comprise our nation and our world.

That immediate, massive funding be made available for the development of alternative forms of education which aim at individualized, humanized child-centered learning, problem finding and solving, critical thinking, decision making, and communication skills.

That local communities reorder their priorities so that money, programs, and personnel may be directed toward the development of creativity in children.

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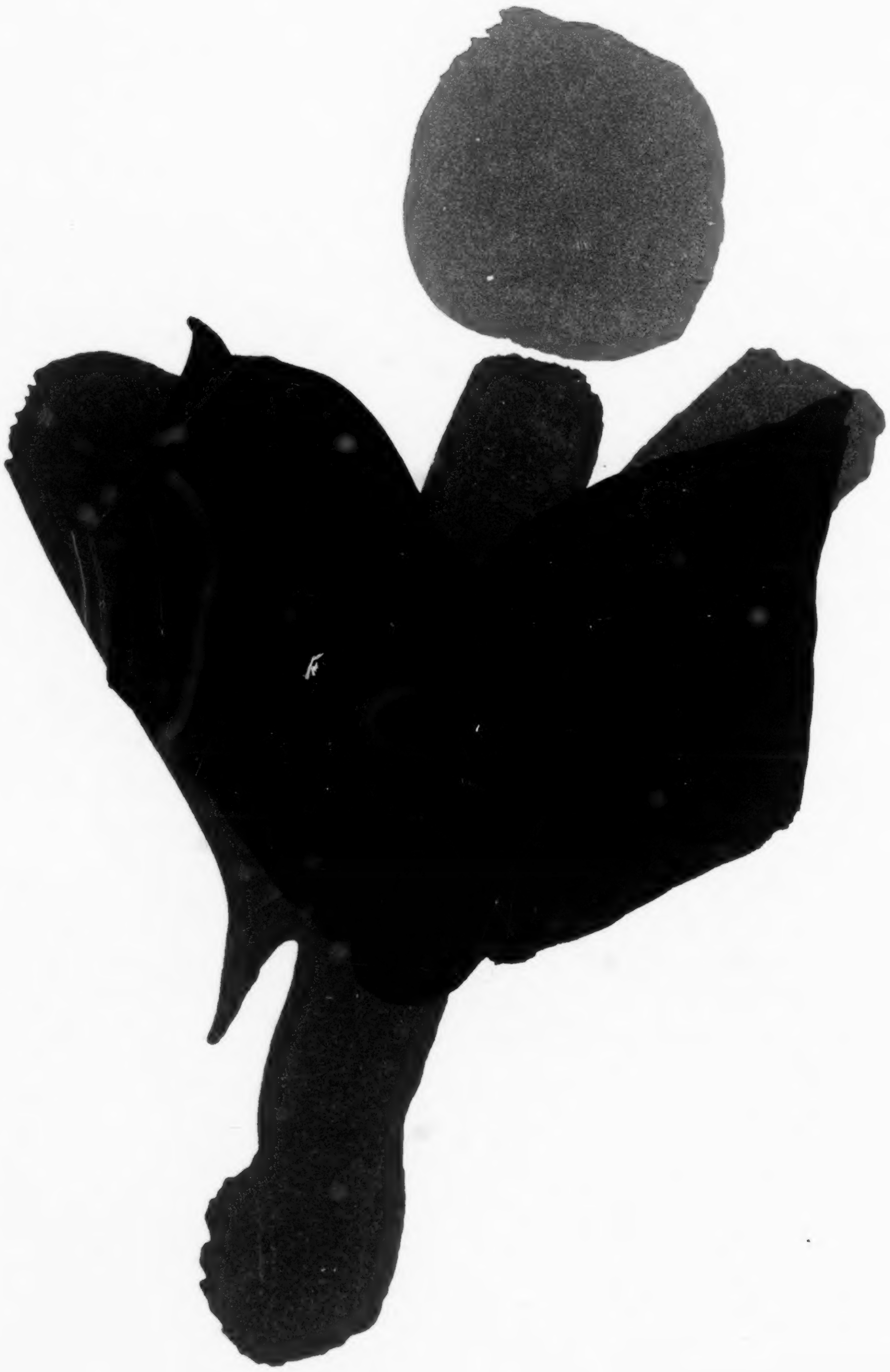
The Right to Read



The Right to Read

Report of Forum 7

White House Conference
on Children 1970

Current Status

The future of American democracy depends on the American people's capabilities for mature and rational decision making. Literacy, defined as the ability to read, write, understand, and integrate information, is central to educational achievement and thus essential to our efforts to produce an enlightened public. The present information explosion and extraordinary complexity of personal, social, and political problems intensify the need for the fullest possible literacy.

Inability to read fluently not only inhibits the effective operation of our political system, but contributes substantially to our social and economic ills. For example, many of our delinquents and criminal offenders have a history of reading difficulties. Our relief rolls are filled with people whose lack of adequate reading development renders them almost unemployable in a literacy-oriented world. Only 25 percent of the jobs now available can be described as unskilled or fit for the low achieving reader, and by the end of the decade the figure is expected to dwindle to less than five percent. Jobs cannot be held with yesterday's skills. Without a compensating increase in literacy, the rolls of the unemployable only continue to swell. The single most frequent cause for referral to child psychiatrists and guidance clinics is learning difficulty, and a large proportion of those classified as mentally ill are actually academically backward. The difference computed in annual earning power between the high school and the elementary school graduate is staggering. And a high correlation exists between the economic development of a society and the population's general level of literacy.

The endless facts and statistics which document the results of illiteracy cannot express the enormous human suffering which accompanies the social and economic effects.

The inability to read does not directly cause these ills, but it is a significant contributing factor, and one which can be eliminated. Our nation has achieved almost universal school attendance. We must now turn our attention to quality in education by focusing more on the one school child out of four who suffers serious reading difficulties.

Right to Read Effort

One response to this situation has been the Right to Read effort, launched in 1969. Not a formal program or organization, it is rather a commitment shared by many of those concerned with education, both in government and in the private sector. Its goal is to enable every child to cultivate the reading skills necessary for his full participation in our society. Although the Right to Read effort has been a valuable beginning, lack of formal organization and funding has severely restricted its results. Much remains to be accomplished for this effort to become a coordinated endeavor by all segments of society—public and private, professional and non-professional.

Some Deficiencies in Education

There have been other formidable obstacles. Research bearing on the reading process takes place in such diverse fields as psychology, linguistics, physiology, neurology, and education, and the pieces are yet to be completed and brought together. Teaching techniques need further evaluation. After more than twenty years, we remain generally ignorant of the potentialities of television, which may require far-reaching changes in teaching. Educational television could be used, for example, to show parents how to enrich the home environment to stimulate and support learning. Another possibility—the use of older, underachieving youths to tutor youngsters—has potential for good results for both participants; but we have only preliminary results.

In the absence of hard knowledge, fads and easy solutions in reading have often gained swift acceptance, but they have generally disappeared just as quickly. Parents and educators alike are becoming painfully aware that the teaching of literacy is a problem far too complex to yield to quick and easy solutions. Truly adequate teaching of reading demands a foundation of solid research which we are only now beginning to assemble.

If education is to be responsive to the needs of this age, the teacher cannot be satisfied with simple transmission of content, a practice which encourages conformity and passivity. Few teachers are adequately trained to foster the development of the cognitive-affective capacities to integrate facts. Some institutions for teacher education may recognize this lack, but very few provide the necessary training and experience. Perhaps more important, they fail to provide models of teaching which demonstrate individualized instruction, independent creative thinking, and an effective psychology of learning relative to the demands of the classroom.

They are remiss particularly in adequately training teachers for teaching reading. Since all teachers, from preschool through college, teach reading in one way or another, all should be trained to teach it. Yet many prospective elementary and secondary teachers never have taken an undergraduate course in the teaching of reading. And this scarcity of course work is matched by the lack of in-service training to expand and reinforce training at the pre-service level.

The Learning Environment

Children tend to become good readers when they grow up in a stimulating environment: a home with books and parents who read with children; access to libraries with a wide variety of instructional materials and children's books. Our present efforts to create this stimulating environment are woefully inadequate. We spend far too small a percentage of the school budget for classroom instructional materials. Less than half of our elementary schools have a central library, and few of our communities have adequate library programs for children. Our goal of universal literacy is unrealistic unless we make the materials necessary to stimulate and develop the reading habit available to all children.

Realistic programs to stimulate reading must have parental and community support. Most agree that the child's intellectual and cognitive capacity is largely established by age three, before most enter a classroom. Even then, only 10.6 percent of a child's time is devoted to formal schooling. Parents, like it or not, have a role as educators; the only question is how well they educate. The home environment may stimulate the child's sense of self, his interest, his perception, his desire to experiment—or it may suppress these qualities. Parents may encourage the skills associated with reading and cognitive activity—or they may provide no inspiration, or even stifle incentive.

Another problem is the increasing mobility of families changing neighborhoods and moving to different cities. As high as 25 or 30 percent of school children suffer a significant loss of school time from changing neighborhoods, moving to different cities, and other causes. We cannot be sure of all the effects of these gaps in teaching, nor the effect of the discontinuity and loss of confidence which result from a change from one school to another. We do not know what happens to a child's confidence or his cognitive and affective development when he is switched to a different system of instruction. To many individual children, the cost must be very high. The remaining element of continuity, the parent, is often unaware of the problems and unprepared to deal with them.

Many questions about the impact of family life on children's learning remain unanswered. What is the result of the habitual absence of one parent? What is the influence of the parents' type of work, social status, income level? What does social discrimination do to a child's development? How does a child from a minority group react to the content of reading material? What are the special problems of a child learning to read and understand English as a second language? The effects of massive doses of commercial television have been much discussed, but where are the scientific analyses and reliable conclusions? Why do three times as many boys have reading problems as girls? We have theories and clues, but, as yet, few answers.

While influence of parents on learning may be compared to that of teachers, most parents are completely untrained in supporting school learning, and have no way to get training and understanding for their role if they want it. The need is especially critical for families that are poor or otherwise disadvantaged; yet there has been little effort to help them with child rearing and enrichment.

As a child grows, his environment widens to include peer groups, school, and community. The resources of the community should be enlisted to support his learning, but usually are not. Few public library systems work directly with schools or other agencies that influence children. Only rarely do school and community libraries get together to provide resources for children in neighborhood groups, parks and playgrounds, shopping centers, day care centers, or hospitals. Involvement, innovation, and coordination within the community are sorely needed.

Management Delivery System for Reading

The education profession, for the most part, still fails to provide leadership or set an example of efficient management for the effort toward national literacy.

Despite the rapid progress of management science in the last decade, and despite the magnificent organizational examples and accomplishments of agencies such as NASA, education remains a cottage industry. Each system, each school, even each teacher performs the job in his own way, guided as much by intuition and the traditions of thirty years ago as by good management.

Where is there an effective management delivery system for reading—a system of management thought out and implemented to deliver measurable progress toward specific goals? How many school systems have a well defined, comprehensive evaluation program, including both objective and subjective measures, which would enable systematic analysis of student performance in reference to criteria selected to indicate progress or lack of progress?

We do not want a rigid system imposed uniformly and run by the rule book. But education desperately needs wider application of modern management techniques. A management delivery system for reading would include these minimal elements:

A clear statement of the goals of the reading program in general and of each of its components (for example, so many students able to read at a certain level by a certain age)

Measurable objectives which, when attained, will indicate progress toward the goals

Alternative strategies for attaining the objectives

Analysis of the constraints in the particular situation—time, money, staff competence—which will influence the choice of strategies

A rational selection of strategies to produce best reading results at reasonable cost

An organization to implement the program

A statement of policies and procedures to guide the program and ensure accountability for the results

Observance of democratic principles in carrying out the program.

Such a strategy would require that state and local agencies coordinate their efforts; that those planning the programs be kept aware of research findings; that there be statewide or even nationwide cooperation in collecting and evaluating information from criterion-referenced tests and in devising diagnostic procedures; that teachers understand and use the diagnostic and remedial tools made available to them; and finally, that parents and the community provide the confidence and support needed to replace the outmoded basis on which most school systems are run.

Ultimately, the effort to bring modern management into education will stand or fall on the cooperation of state and local administrators. Unfortunately, to date few administrators at either level have fully realized the interrelationships between school and community, between local schools and state agencies, between research and actual practice, or between planning and evaluation. Administrators still need to learn to focus on outputs—on readers and nonreaders and the other fundamental components of literacy development.

The task is monumental. But it is necessary if the power of modern management techniques is to be brought to bear on the pursuit of literacy and if our literacy goals are to be met.

Recommendations

The Right to Read Effort

This Forum's primary recommendation is that high national priority be given to expanding and strengthening the Right to Read effort, both within educational systems and outside them, and to making it a powerful, coordinated instrument of national purpose. The following are in support of this recommendation.

The White House Conference should strongly endorse the Right to Read effort as a top educational priority, and the Conference should support the mobilization and coordination of national, state, and local resources to further the effort.

Since the existing administrative and fiscal arrangements within the United States Office of Education are as yet still inadequate to mount and implement a total national Right to Read effort, we urge that:

Enabling legislation be introduced in the United States Congress to establish a national priority for the Right to Read effort

An appropriate level of funding be authorized to support the Right to Read effort

An administrative organization be established to coordinate and direct all programs, existing and contemplated, related to the Right to Read effort

The National Reading Council must continue to use all available means to marshal support for the Right to Read effort in both the public and private sector, and state governments must play their full part in coordinating and financing reading programs.

Five key areas which must receive priority attention in all endeavors to strengthen the Right to Read effort are:

Basic and applied research into the teaching and learning of reading

Teacher education programs, particularly in the teaching of reading

The availability and accessibility of appropriate materials and experiences to meet the child's needs and interests

The importance of preschool and out-of-school activities with parents and others in the community to cognitive and affective development basic to learning to read

Application of modern management principles and methods at all levels in education to assure the best use of resources toward rapid progress.

Research and Development

The Forum recommends that national resources for research and development in reading be coordinated across government agencies. Members of all disciplines, directly or indirectly relevant to literacy, should be made aware of the gravity of the problem and should be encouraged to broaden the base of literacy research. Researchers should be kept aware of other efforts in or relating to their fields. Research findings should be made available to all education systems for their use in planning, teaching, and identifying problems. Funds should be channeled to basic and applied research programs, and particularly to programs which stimulate graduate research training on literacy and to research coordinated with national literacy goals.

Specifically, research should focus on the following areas:

Improvement of evaluation criteria and procedures to secure accountability for the effectiveness of the teaching of reading to individual pupils

Investigation of the reading process; identification of its biological, linguistic, and behavioral components; and evaluation of their interaction

The relationship of reading to language and language development from infancy to maturity

Reading disabilities and related language problems

Diagnostic methods to detect and prevent reading difficulties

The influence of parental and supplementary teaching on children's language development and their ability to read

The impact of television and other media both positive and negative; and ways to exploit the capacity of the media to teach and to minimize their adverse effects

The effects of inconsistent school attendance because of moves between schools or for other reasons; preventive and remedial measures to counter those effects

The improvement of teaching methods.

Those research findings which point clearly toward the general improvement of reading instruction should be widely disseminated and implemented *now*.

Teacher Education

It is a psychological truism that, in general, people behave as they are treated. By encouraging conformity through excessive emphasis upon answers, by demanding that teachers teach only in one style, and by emphasizing content over person, teacher training institutions encourage their graduates to inflict the same values and patterns on children in school.

Teacher training institutions must no longer neglect their role as models, the role of experience, and the role of content.

Their Role as Models

It is no longer sufficient to say that training institutions have discharged their duty when they have *told* the prospective teacher all the newest techniques available and the research evidence which supports these techniques. If teacher training institutions intend to encourage modular scheduling, then their schedules should be modular. If they encourage such techniques as individual instruction, team teaching, and the use of multi-media, then they should demonstrate those techniques in their own teaching. If they suggest that the traditional grading system is detrimental to the welfare of children, then they should themselves abandon such a grading system.

The Role of Experience

Teacher training institutions should attempt to provide varieties of experiences with children in all areas of life so as to acquaint prospective teachers with the "process of childhood." It is fallacious and naive to assume that one can teach a third grade class without knowledge of the prior and post developmental stages of the children.

The Role of Content

A new curriculum should be developed with much greater emphasis on a usable psychology which will enable teachers to become experts on children, as well as experts on subject matter. This new curriculum should develop the realization that students must make subject matter personally meaningful before they are ready and able to apply what they have learned. Specifically, we recommend:

Teacher education must reflect the results of research about teaching and learning behavior. Teachers should be required to remain in training until the competence to elicit adequate language behavior is demonstrated. Through observation, participation, and internships, development of this competence should be part of the teacher education program at elementary and secondary levels.

Greater emphasis should be placed on individualized instruction, supervised experiences with children, and effective teaching techniques, particularly for the teaching of reading.

From the beginning, the program should provide opportunity to observe and work with infants, children in nursery school, and young people in a variety of situations.

Evaluation of the prospective teacher's potential and interest should be made early and continuously during training. Throughout the program, there should be opportunities for self-appraisal, as well as external appraisal of the student's progress.

Preparation and certification should include, in addition to course work, an evaluation of ability to teach and relate to children, both inside and outside the classroom.

The use of paraprofessionals, parents, and community resources should be an important part of teacher training.

Closer cooperation is needed between universities, teacher training institutions, local schools, community colleges, and state education agencies to coordinate pre-service and in-service teacher education programs.

Since an immediate need exists for improving reading instruction, in-service programs should be developed and implemented to upgrade the competence of those now teaching to a level recognized by the profession as adequate. These in-service programs should include a variety of approaches, materials, and techniques in the teaching of reading and the recognition of reading problems. Greater cooperation is needed between the schools and the academic institutions in providing for such in-service training.

Materials and Experiences

The success of the national Right to Read effort will depend, in large part, on the availability and accessibility of materials and experiences which meet the needs and interests of all children. A multi-media approach should be examined for its effectiveness; we should take advantage of the broad range of available materials and techniques. Special attention should be paid to the development of low cost materials to ensure the widest possible use in schools and homes. Materials budgets should be subsidized in areas where local financial resources are inadequate. Specifically we recommend that:

Existing reading materials should be analyzed and evaluated for instructional and enrichment purposes.

Research should be funded for the development of appropriate, relevant, and inexpensive materials not presently available.

Criteria should be developed to evaluate treatment of minority groups in educational materials to ensure that all racial, religious, and ethnic groups are portrayed in positive ways.

Library collections should include materials in non-English languages which may be a part of the heritage of the population in each community.

A broad range of appropriate materials should be provided in school media centers and public libraries, relevant to every child's needs and interests.

All preschool and kindergarten programs should be required by accreditation agencies to have a basic stock of educational materials and to have working arrangements with local libraries for borrowing additional materials and services.

Concrete sensory experiences should be provided in support of other materials.

Television, films, video tape, talking books and records should also be provided to develop the uniform experience base necessary for the child while he is learning to read.

Parents and Community

Teaching programs must be devised to make the most constructive use of all resources, including parents, volunteers, neighborhoods, and public libraries. The community must make a positive contribution to the learning environment. Educational and cultural centers must be open to everyone all year and around the clock. Specifically, we recommend that:

All school systems should make available programs for parents to improve their effectiveness as auxiliary sources of help to children in reading. These programs should: provide supervised work with young children; help parents and others to understand and use the resources they possess and those of the community; and be researched and evaluated to test the validity of their assumptions and to prove their effectiveness.

Preschool programs should include deep involvement of parents in planning and supporting the teaching process. Parents should have ample preparation for this role through education, observation, and participation.

Professionally staffed day care centers should be provided for youngsters of working parents. These centers should use all known information about stimulating children's total development; they should not be merely custodial in nature. The cost of such programs is small in comparison to the social and personal costs of illiteracy.

Teachers should spend a portion of the school year working in the community; and, conversely, members of the community should participate in the school program. Teachers should become more knowledgeable and understanding about the social and cultural backgrounds of their students and the adjustment necessary to meet the needs of such diversity.

Libraries should be required by state library agencies to initiate community surveys to determine the kinds and quantities of materials and services available and to identify gaps in such materials and services.

Cooperative plans should be formulated for filling the gaps found, including the recruitment and training of volunteers and paraprofessionals, and in-service education for teachers.

Public and school libraries should coordinate planning to optimize the use of facilities and trained personnel and to pull the community and the school even closer together.

The Department of Health, Education, and Welfare should supply leadership and funds for pilot project demonstrations, surveys, and plans in communities of varying sizes and differing population makeup.

Management and Administration

State and local administrators have the power to work toward the goal of national literacy, or to frustrate it. They need the help of modern management techniques.

We therefore recommend that administrators should develop effective management delivery systems for teaching literacy, including:

A clear statement of the goals of the reading program in general and of each of its components (for example, so many students able to read at a certain level by a certain age)

Measurable objectives which, when attained, will indicate progress toward the goals

Alternative strategies for attaining the objectives

Analysis of the constraints in the particular situation—time, money, staff competence—which will influence the choice of strategies

A rational selection of strategies to produce best reading results at reasonable cost

An organization to implement the program

A statement of policies and procedures to guide the program and ensure accountability for the results

Observance of democratic principles in carrying out the program.

We recommend that in support of these systems, each school district should:

Screen all children entering school, at any age level, to locate potential reading difficulties and determine behavioral readiness; offer comprehensive reading programs consisting of corrective, remedial, and developmental programs to provide continuity in development; and carry out a continuous program of individual evaluation for teaching purposes.

Make kindergarten and preschool programs an integral part of the school system. These programs should emphasize development of skills which prepare children for reading.

Encourage schools in non-English-speaking communities to use bilingual teachers. Where this is not practical, teachers' aides should be recruited from non-English-speaking communities to enhance the learning situation and to recognize and compensate for problems caused by dialect differences.

We recommend that while the primary emphasis should be upon prevention of reading difficulties, it is necessary to provide extensive remedial service. Every school system should work toward:

Establishing at least one effective reading clinic or laboratory for diagnosis of serious disabilities and initial remedial action.

Securing specially qualified teachers for pupils who have reading disabilities. These teachers would both instruct pupils and provide consultation for the faculty.

Aiding classroom teachers in diagnosing problems and in corrective teaching of reading.

Sharing personnel and enlisting them in the training of new specialists where school systems have limited diagnostic and remedial services in strategic centers.

Conducting research on various approaches or modalities in the teaching of reading, where systems have representative programs and clinics. The results should be shared with other systems.

In addition to action by school systems, we recommend that:

For systems which have virtually no corrective or remedial services, the state, in cooperation with the Federal Government should sponsor special schoolwide and in-service "crash" programs.

State and Federally funded regional centers should be set up for preparation and distribution of materials to clinics and laboratories.

States should make school districts accountable for information on their effectiveness in teaching reading.

Implementation of the Right to Read effort is a common cause of no small consequence for all Americans. Every citizen and professional has a role to play, from the grass roots to the national level. It needs support from all citizens for all to truly benefit.

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Forum No. 7 Members

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Samuel Shepard (Vice-Chairman)

Marvin Ack

Louise Bates Ames

John R. Bormuth

Walter Davis

Don Dinkmeyer

Lynette S. Gaines

Generoso Gascon

Anne R. Izard

Kenneth Lund

Luis Mercado

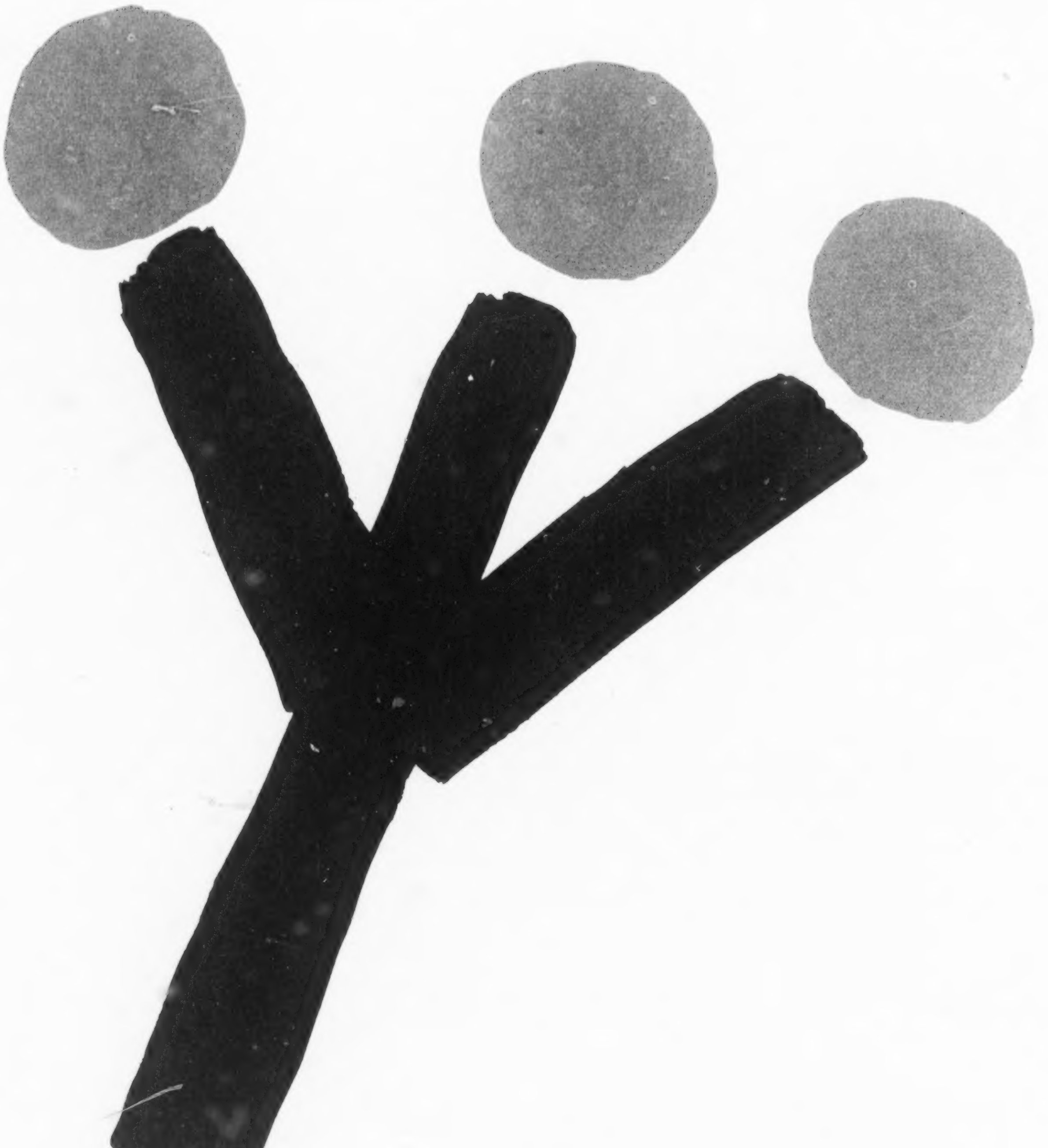
Dale Parnell

Evelyn M. Pickarts

Ralph Staiger

Kathleen Dawn Uehling

Myths of Education



Confronting
Myths of Education

Report of Forum 8

White House Conference
on Children 1970

Introduction

From the first attempts at conceptualization and transfer of knowledge around primordial campfires, myth has played the important role of presenting powerful images by which the traditions, customs, and world views of the overall culture are passed on to succeeding generations. Because myths accrete slowly over time, they often remain culturally embedded long after the disappearance of the social contexts which once made them useful. The myths which Forum 8 has analyzed represent obsolete assumptions and ill-founded beliefs which have remained buried in our educational system for so long that we often accept their validity without question.

For the most part, perpetuation of these beliefs has not resulted from a conscious effort of ogres engaged in a conspiracy to freeze America's educational system in a nineteenth-century mold. Rather, we all share the responsibility for their perpetuation.

The curriculum, objectives, and structure of our present educational system are largely products of another age—responses to the needs of a society immersed in the rapid transition from rural/agricultural to urban/industrial life styles.

Today, education in America must meet new needs as our society makes a second major transition into an era of high mobility and instantaneous communication—an era which each day brings us closer to Marshall McLuhan's "global village."

Much of our educational system has failed to meet the challenges presented by this rapid transformation. We believe that our educational myths severely inhibit effective response to the pressing demands for better education for all children. We believe the confrontation of these myths or false assumptions is the first prerequisite to reform. Too long have our children been learning in spite of, rather than because of, our well-meaning but often misguided efforts; it is imperative that we reverse this trend.

The Myths of Education

Our approach to each of the myths includes: a brief analysis of the content of each myth; an exploration of the probable educational consequences of practices based on false assumptions; a look at evidence which undermines the myth's validity; and, in some cases, consideration of some possible alternatives. We are aware that what we have called myths are, in fact, widely held questionable assumptions or obsolete traditions which, while not exhaustively documented here, are sufficiently recognizable and credible to be of seminal value in demonstrating the need for alternatives to current modes of education. A more complete listing of the myths considered by our forum is included in the Appendix as further evidence of the extent to which current educational practice may be based on false or questionable assumptions.

The focus of our discussions is not the dissolution of one monolithic educational system in order to replace it with one more to our liking. We refuse to endorse any single educational program as a panacea for our ills. Rather, we hope that our efforts will encourage during the coming decade a proliferation of diverse educational approaches which will include presently available alternatives, as well as others not yet conceived.

"Children Have to Go to School to Learn"

Although most of us pay lip service to the notion that learning can take place virtually anywhere and anytime, our worshipful attitude toward formal schooling reveals a resistance to exploring alternatives which maximize learning outside the classroom.

A spoof in *Phi Delta Kappan* entitled, "Harry, the Crawler," suggested what our future might be like if we continue to permit our educational system to evolve into a sprawling labyrinth of requirements and prerequisites: children would eventually have to attend and graduate from Crawling School before we would recognize their ability to successfully meet all the requirements of "Crawling 101." Consider the extraordinary amount of learning which takes place during a child's first four years, most of which is beyond the purview of any classroom or educational institution. The article takes on added force if we consider how poorly we utilize learning which takes place outside the classroom at all age levels; daily lessons taught by the media, where a child's attention is stronger than it is for most teachers; the stories told by Aunt Emma about life on the other side of the state (or on the other side of the world); the lessons of siblings and the learning effects of unsupervised play, such as those related by Susan Miller in her *Psychology of Play*; the experiences of summer camp, field trips, and the indispensable "survival skills" learned by the ghetto child outside the classroom.

The growing number of schools dedicated to the amplification and use of "non-formal," out-of-class experiences as the central core of their curricula indicates that educators are beginning to recognize the potential of these largely untapped sources of learning. In these preliminary attempts, they are seeking alternatives which will enable them to capitalize on all experiences relevant to the child's world. The World of Inquiry School in Rochester, New York; the Urban School in San Francisco, California; Project Gold Mind in Woodland, California; Metro in Chicago; and the Parkway Project in Philadelphia are a few examples of schools where the entire community is legitimized as a learning resource for the children. In programs such as these, the disparity which children often feel between school and "real life" is narrowed considerably.

"Teachers Know and Children Don't"

One of our most destructive educational assumptions is that "teachers know and children don't." This myth's psychological consequence is the preservation of an authoritarian school model, which runs counter both to the democratic ideal of encouraging students to think for themselves and to learning theories which indicate that as students grow older they depend more on their peers for information than on their elders.

The educational consequence of this myth is teacher-oriented rather than student-oriented schools. Historically, the teacher has been the focus of learning because he was the primary source of knowledge about the outside world. Today the proliferation and diffusion of information has placed the role of teacher in a different context. The availability of knowledge through visual media as well as the abundance of leisure time for travel and enjoyment of cultural events have broadened the horizons of most students, reducing the teacher's monopoly on information. And the rapidity with which the known world now changes provides new perspectives and reduces the "stability" of previous knowledge, so that a teacher may frequently have difficulty keeping up with changes in our society—changes about which students may be more informed.

An alternative already in experimental use which might help break the authoritarian mold is cross-age teaching. Such an alternative may offer tutorials to seventh and eighth grade students as well as fourth, fifth, and sixth grade students in an attempt to: increase the academic achievement of both younger and older students by providing individualized help for the younger and reinforcing learning for the older; enhance the socialization process of the younger child by encouraging interpersonal relationships with older children; enhance the socialization process of the older child; and improve the self-image of both the younger and older child.

Our search for new ways to involve the student as teacher in the learning process must not diminish the status of the teacher. We envision the role of the teacher taking on new importance, as children become aware of the value of the special perspectives and judgment of the oldest "student" in the classroom.

"Schools Prepare Children for the Future"

Few people would argue that we currently provide more than minimal preparation for the future. Jerome Bruner and others have been writing for years about the need to prepare our children with the process skills which will enable them to keep up with changing content, yet we continue to launch children into the world with only rudimentary skills in the three R's. Perhaps most wasteful, our children are sent forth with little preparation for improving the skills they do possess; they are even less able to modify their previous learning to accommodate the difficult but inevitable changes of a society in technological, social, and spiritual explosion.

Our emphasis has been on factual storage, yet most of us will admit (at least to another adult) that we remember little of the factual material we consumed as children. We have known for some time that the skill of locating rather than simply recalling factual knowledge is paramount. We are further finding that curricula which help a child deal with his feelings and emotions, which teach principles of self-control, and which help the child cope with the pressures and frustrations of an industrial society are desperately needed yet almost totally lacking. We need to teach the productive use of leisure time so that freedoms gained through technology become avenues of self-expression.

Most of all, as Phillip Combs in *World Educational Crisis* suggests, we must develop curricula which motivate our young to deal affirmatively with a world which is largely non-white, poor, and non-Western. Although these skills and attitudes are more crucial than many we currently force children to learn, we have yet to begin to act on our knowledge. In part, our future will be what we will it to be. Our reality is changing more rapidly as one social upheaval triggers others. We must educate for adaptability in an ambiguous future, rather than merely train the memory to recall past "certainties."

"Schools Teach the Truth"

Schools do not teach the truth because in the history classes, the books usually have things about the race that is in power such as the white race. Many important things by the Negro race have never been mentioned in many of the schools.

The schools teach that America is a democratic" country but every one knows that this is not true. Democracy means equal rights for every one reguardless of the color of the skin.

The schools are far from true when they say this is a democratic country. The white people feel that they are better than the Negros and Indians.

They do not want to mix with the race that is not in power. The schools teaches in the history class that the white race is better than the Negro because most of their children do better in school than the Negros. They do not say why. If the school taught the truth thay would always explain the reason the Negros are so far behind. They would mention that any race would behind if they were kept away from the nicer things in life.

Therefore the schools do not and have never taught the truth. I will give you some names of the Negros that were and are famous. Crispus Attucks First to die for Independence 1775. Patrick Henry declared, "Give me liberty or give me death" . . . and died in bed 14 year later. Jean Baptiste Pointe De Sable Chicago's First Settler Born 1745 died 1813, Benjamin Banneker Mathematical Wizard and Inventor born 1731 died 1806, Harriet Tubman Black Moses of her race. Lead 300 negros to Freedom. Born 1826 died 1913, Sojourner Truth a PILGRIM of FREEDOM Born 1797 died 1885, The great Frederick N. Douglass Golden TROMBONE of ABOLITION Born 1817 died 1895 Dr. George Washington Carver Almost single handledly Dr. Carver revolutionized southern agriculture. Out of peanuts he made meal instant, and dry coffee, bleach, tan remover, wood filler metal polish, paper and ink. Daniel Hale Williams Frist successful Heart Surgeon Born 1856 died 1931. Madame C. J. Walker Born 1869 died 1919. Cosmetics Manufacturer. Mary McLeod Bethume cotton picker, Educator, White House Advisor Mary McLead Bethune ranks high among the great women of America with $1.50 she set out to build a school. Born 1875-1955. Martin Luther King Jr. The NON-VIOLENT CRUSADER who taught black and white race to live together. I can go on and on, but I just wanted you to know a little about famous Negros. That is why school don't always teach the truth.

Although this 11-year-old student's essay speaks for itself, we would like to discuss this myth further.

In 1953, UNESCO, a branch of the United Nations, decided to produce a world history book which would objectively recount the emergence of the world's nations, without the national bias common among works by individual historians. The project floundered, illustrating the difficulty of achieving objectivity and truth ahead of nationalism and self-interest.

Minority voices, critical of the writing of American history, reveal the failures of treatments of our past. The sins are primarily those of omission rather than commission, and the perpetuation of misleading partial truths. The celebration of Columbus Day, considered by some American Indians one of the worst insults they are forced to endure, ignores the fact that the existence of the American continent was known centuries before the European adventurer's arrival. The scandalous list of broken treaties between Indian nations and the United States is seldom discussed in our schools. Nor is the ironic and tragic death of the Black man who perfected the use of blood plasma—a white hospital refused to give him the needed transfusion. Some schools teach that America has always won her wars (overlooking the details of the War of 1812), or that America has never played the role of the aggressor (ignoring the Mexican-American War and the taking of the Philippines in the Spanish-American War). While this report was being written, a colleague of a Forum member was suspended from his job because the town power structure did not approve of his teaching known theories of the origin of the universe—versions of Genesis which they feared pointed toward the theory of evolution.

Despite the American experience of frontiers and constant change, we seem to be convinced that knowledge is sacred, certain, and fixed. Perhaps that is why we tend to rigidly measure our children's efforts in school; we assume that schools dispense "objective" knowledge and that it can be uniformly packaged, distributed, and monitored. Both the children and the learning process become fixed in their relationship to "objective" knowledge, and we suppose that we can distinguish a good student from a poor one in terms of this fixed relationship.

In our lockstep march toward truth, we fail to grasp that children possess the precious faculty of educability which makes knowledge possible. Teachers must respect this faculty. We do not honor the intelligence of children when we insist, as we usually do, upon focusing children's attention almost exclusively on those external, predetermined, and easily manageable bits of information which teachers and school administrators find convenient to evaluate. Facts are important only as part of a larger process; they are the most visible elements which emerge from the soil of human intelligence. The crucial task of the educational process is to develop an awareness which integrates facts into a meaningful whole. We accomplish little and do immeasurable harm, when we force-fit students into pre-set curricula and then blithely proceed to flunk them when they refuse to fit in as we have programmed. The students are the prime losers in this procrustean fitting game.

"All Children Should Be Treated Alike"

Should children be treated alike? No! My opinion of this is that all children cannot be treated alike. All children are not alike. They are different in so many ways. They have different opinions about certain things. For instance this topic on which I am writing, wherein I say no another child will say yes. All children are not alike because they are brought up under different environments. Children have differences in doing many things such as eating, writing, and even thinking. Therefore they are different because no two people are alike.

Pamela M.

The pleading quality of Pamela's comment is not surprising considering the treatment of human differences in our schools. Human differences are viewed as obstructions to efficient classroom operation to be administratively eliminated. Our schools' emphasis upon evaluation, their time-in-grade system of advancement, their architectural and hierarchical structures ignore, and eventually encourage students to ignore, the differences which provide any healthy person with a sense of self. Does Mary want a drink of water? She must wait until the lesson is completed. No one bothers to think that Mary's thirst may prevent her from paying attention to her lesson. Does Bill feel squirmy and want to take a run around the building? That's too bad—no squirmy behavior is allowed in school. Good students don't squirm; good students move only when told to move. They listen to what they are being told, and think as they are told to think—about the "right" answers. It never seems to occur to many teachers planning lessons that the "right" answer is the answer which fits a child's need.

Somehow, it is always the student who is made to bend to the demands of the institution. Yet we naively continue to believe that the institution of school exists only to further Johnny's growth and development. Why, then, do so many Johnnys drop out of school? Possibly they are acting in self-defense. School is perceived by many youngsters as an unfair battle where their survival mechanisms are taken from them and where their natural alliances with other students are viewed with suspicion. Too many schools are sites of psychological and sometimes physical warfare between children and their educators. Stripping a child's individuality from him in the name of "we don't have time for that" (which the child hears as "you don't have time for *me*") will either cripple the child psychologically or make him a determined enemy.

Children should not be considered raw material to be "improved" by teachers into a socially viable finished product. Children are individual beings and, like any other individuals, will resist, as best they can, being handled at the level of the lowest common denominator. Children's scholastic performance may actually diminish the longer they remain in school. We will not educate our young by forcing them to surrender their wills to us so that we may perfect their minds. A little reflection will tell us that we were educated in much the same manner, and that our notions of perfection and discipline are probably born out of the frustration and degradation we experienced as helpless students wending our way through unfamiliar mazes. We must not continue to pursue practices which deny children their most basic human qualities.

"Competition in Class is Good" and "Grading is Good"

Failure is not good for kids due to the fact that it often tends to develop a mental complex. In his attempt to find success he often experiments with drugs and alcohol. The failure of a kid often leads to an early death because he finds nothing to live for. Success can be measured in terms of enjoyment, and failure can only be measured in terms of disappointment.

6th Grade, Author Unknown

Competition and its handmaiden, the grading system, are two of the greatest problems facing an educator wishing to improve a classroom or school system. We do not advocate the abolition of competition or grades *per se;* we are certain that a healthy mixture of competition and cooperation is necessary as a twentieth-century "survival tool." However, American education has too long emphasized competition at the expense of a positive, rewarding, and mutual learning process.

Grades serve as a convenient shorthand for the evaluation of a child's performance, but they are over-generalized and imply that all students have learned the same thing. Indirectly, grades also tend to give disproportionate importance to easily measurable subjects at the expense of other topics which are vital to children's development, such as the love for learning, appreciation of beauty, or the teaching of compassion. Relaxed expression of a child's curiosity, which leads him down new paths of understanding and enlightenment, is scarce. Finally, grades tend to instill very limited values by training children to follow a totally external system of rewards, motivation, and achievement contrary to the ideals which we think we are serving.

Competition in school teaches children more than we know. It teaches them, as Philip Slater has recently pointed out, that rewards are scarce and that other children are to be viewed as threats and rivals. What is not scarce is the frantic, nervous concentration of children competing for the teacher's good graces and good grades. The educational games lock them into the teacher's authority and force them to view one another with suspicion. Is it any wonder that our society is so hard pressed to find grounds of mutual trust and cooperation toward the remedying of our major social crises?

Competition for grades has become a zero-sum game, in which the possibility of winners requires the existence of losers. Children themselves get trapped into this vicious mind-set, soon beginning to respect only hard-marking teachers and often ridiculing teachers who are easy markers. It is themselves they ridicule and themselves they torture—and it is we who have taught them these lessons.

"Schools Can Only Be Changed Slowly"

As one wag has pointed out, it is easier to move a cemetery than a school. Numerous threads make up the fabric of a school system: parents, school boards, students, teachers, teacher-education institutions. Working with only one or two of these threads in limited ways runs a high risk of failure. The system is far too complex and interwoven; individual strands are quickly snipped or dyed, and the net result is nil.

Changing too slowly or in too limited a way carries further risks. A little change provides no real test of the innovation. More often, in fact, it will produce spurious and misleading results: failure of a new project may be erroneously attributed to the innovations when the real cause may be difficulties inherited from the past. Or, the success of a new idea may be incorrectly attributed to positive elements in the old system.

In addition to providing a perspective for accurate evaluation of both the innovations and the old system, radical change may enable an idea to be tested where the present educational structure foredooms single reforms. A flexibly scheduled school day will accomplish little unless both teachers and students are educated to the new possibilities which an open time-space structure makes available. For basic changes in the output of any system, it is necessary to compile a critical mass of new input to ensure that the total ecology of the system will in fact change. Institutional reform in this society has been largely unsuccessful because reforms have been introduced individually and have been rapidly obscured and neutralized by the ongoing process of the system.

Another factor, harder to assess, involves the publicity and hoopla which generally announce new reforms in our social systems. Much of the energy allocated to the reforms is often spent in publicizing them. When they do not perform as promised, the net result may be disillusionment. This kind of credibility gap, which now seems to exist throughout our society, makes it necessary for us to be cautious about being too cautious. Another gap is also apparent: a lack of congruency between structural and substantive changes. We cannot afford many more failures before our social systems lose all credibility whatsoever. History seems to indicate that gradual reform, however reasonable it may seem, does not necessarily produce adequate results. Reasonable men may make errors, but only fanatics will persist in repeating them. Unfortunately, the word "radical" has acquired unsavory connotations. The American space program was a radical departure for our nation, yet not an irrational program; it was comprehensive, bold, and imaginative. Our educational crisis demands no less in the way of scope, daring, and imagination. It is not the moon which is at stake, but our earth itself.

"You Shouldn't Experiment with Children's Schooling"

In most public schools, the mere mention of the word "experiment" usually sends out shock waves sufficient to preclude any attempts at major reform. Experimentation with schooling has become a scapegoat for people who are already facing enormous difficulties in maintaining the status quo. And the pressure of enrollment, budget, and until very recently, manpower shortages have forced those not threatened by the idea of experimentation to regard it at best as a luxury.

The risks of maintaining the status quo are now as great, or greater, than the risks of exploring educational alternatives. If our society is changing at a much slower rate and, in some cases, remaining constant, we are in the ironic position of experimentation by default. The situation is not unlike that of a man who attends an afternoon rodeo in Madison Square Garden dressed in casual attire. If he stays on to attend an evening concert, he will be inappropriately dressed. Most schools in our educational system are undergoing the same kind of gradual separation from society. To continue on such a course is to develop our own twentieth-century version of the *Saber Tooth Curriculum*. Experimentation, on the other hand, produces three immediate benefits. First, more resources become available, either in the form of funding transition costs, or simply through the reallocation of monies budgeted for items no longer required. Second, the monitoring process set up as part of the experiment assures the school of more attention than it would have received under the former arrangement. The "Hawthorne effect" resulting from the experiment and the increased attention tends to produce new benefits which would have been unknown previously. Finally, the increased monitoring ensures that any problems will be remedied promptly; too often they now go unnoticed in schools operating much as they have for the last 50 years.

The process of experimentation does not imply that all existing practice is unsound. It simply recognizes that there is often more than one way to succeed—especially where so many human variables are present. We would be naive to believe that one good way is likely to work for all situations.

"You Can't Change Education Because 'They' Won't Let You"

We often define educational problems so that a malevolent "they" bear the responsibility. None of us has any trouble pinpointing who "they" are. "They" are the legislators, the state certification committees, the parents, the Federal Government, the kids, the budget officers for school districts, school boards, teachers—the list includes virtually every major force on the contemporary educational scene.

"They" become the handy catchall for many of our frustrations with "the system." "They" can take a variety of unusual forms:

You can't change kindergarten because you have to prepare the kids for first grade. (Substitute any pair of levels you wish, through the Ph.D.)

I haven't any idea what to do. Let's hire a consultant and let him solve it for us. If it doesn't work, we can blame it on him.

If we define educational problems so the responsibility lies elsewhere, we get ourselves off the hook—and little gets done or is ever attempted.

It is intriguing to contemplate what might occur without these handy excuses. If we were able to remove all the familiar roadblocks—all the restrictive laws, regulations, and requirements imposed by each group—and supply every school system with all the money needed for any radically conceived alternative, just how different would the resulting innovation be? Would we invent new "theys" to replace the old ones?

While such fortuitous circumstances as described above are difficult to imagine, an unusual catalyst can be injected into the system which will throw "them" off guard and permit new ideas to succeed where previously they had failed. For example, a group of high school students visiting a university interested in promoting some of its education innovations was offered the university's help free of charge if they could convince their respective school districts to implement a major innovation. One high school student body sold its principal, the school board, the faculty, and the community. The school adopted the innovation, in this case flexible scheduling, and the system saved the sum of $5,900.

Unfortunately, such success stories are rare, partly due to our lack of interest in becoming our own catalyst. As Walt Kelly's Pogo said so well, "We have met the enemy and they is us."

"You Can't Change Education without More Money"

Many of us believe that it is impossible to make major changes without large infusions of money. Change then becomes wholly dependent upon grants from the state or Federal governments. Not unexpectedly, ideas are often shelved and eventually lost because another form of "they" has prevented action. Another major problem in counting on large sums of money to effect change is a dependency which jeopardizes the innovation if funding is removed.

Clearly, changes in the educational structure which do not require additional resources are more favorably received and are more likely to be continued. The easiest way to avoid major recurrent costs is through the reallocation of resources. Most schools still operate on the rather rigid fixed budget which, in a hypothetical case, might allow for ten teachers at the rate of $10,000 a year. Suppose a superintendent wishes to hire an "expert" in a particular field whose current position pays much more than the $10,000 per teacher limit. By employing paraprofessionals at lower salaries to perform routine functions, the superintendent can hire an expert teacher at a competitive salary, while improving teaching staff who now have more time for self-enrichment, individual instruction and tutoring, and lesson preparation.

Another budgetary option which requires no additional resources might be called a "squeeze-offset" approach. This strategy assumes that 100 percent of any present budget is not necessary for successful performance. The resources are arbitrarily reduced to 90 percent with no reduction in the task. The remaining ten percent becomes available for new programs.

We must realize that the greatest costs in any major educational innovation are costs of transition from the old system to the new; at the same time we must prepare ourselves for self-sufficiency. Imaginative use of present resources helps ensure that, once "seed money" has dried up, continuance of the program is possible.

Having emphasized that money is not the only answer and that not all changes require money, we do not mean to imply that major infusions of resources are not necessary. On the contrary, major educational change calls for increased funding.

"Local School Boards Control Education"

One of the most popular misconceptions about the process of educational reform is that local school boards control American education. Studies both in large cities and the suburbs indicate that school board members have neither the information nor the facility, much less the authority, to control policy. Policy decisions rest largely with school professionals. School boards are authorized to make final determinations about budgetary and policy matters that too often have already been decided either by state law or teacher contract. When they do strike out on their own, they are subject to conflicting and divisive pressures. No one comes to the school board to praise its decisions; people only come to petition and complain. Parents' organizations petition for better bus service, teachers' organizations petition for higher salaries, students petition for more rights, and politicians attack the schools for the manifestations of these conflicting pressures.

Caught in the middle of these competing forces, out of bewilderment the school board members often reject all suggestions for change. Under such conditions, it is tempting for school board members to insulate themselves completely and make their decisions arbitrarily.

Considering that school boards have to prepare budgets without any real control over referendum votes or the local tax bases which provide their monies, one becomes aware of the awesome juggling act which school boards are normally forced to perform. They must somehow match uncertain resources to growing demands from all quarters to produce an effective educational program.

Unfortunately, when a coordinated educational program is now required more than ever to foster the kinds of change which will sustain our society, the local school boards can hardly be said to control local education. If anything, they are yet another factor in an anarchic situation. What is needed is the strengthening of the local school board, so that parents, teachers, and students have an equal voice in setting priorities.

Recommendations

Primary Recommendation: Alternatives for Public Education

In the face of such a mythological obstacle course facing those who see the urgent need for educational reform, what can be realistically suggested?

One avenue which will open up a variety of useful strategies is the encouragement of alternative educational models. "The one-best-way myth" leads us on an endless search for perfection, at the cost of many useful subsystems and alternatives discarded simply because they fail to address themselves simultaneously to all our concerns. The plain truth is that no magic formula exists which will make everything better. Students do not learn identically any more than teachers teach identically. Instead of knocking off the individual sharp edges, we might move in an opposite direction by making our schools fluid enough to accommodate individual differences of style, attitude, and readiness. *Let us move toward a multi-faceted educational system incorporating what we know of human diversity, with mechanisms for choice and change.*

In light of this need for flexibility, we recommend that optional alternative forms of public education be created which are entirely independent of all present local and state regulations (other than those protecting the rights of the individual against racial or religious discrimination). Some of these schools might adopt the approach being tried in many of the English primary schools, others might adopt open enrollment policies, while still others might experiment with cross-age classroom patterns. Participation in such experimental schools would be at the option of parents and students—no one would be required to attend the experimental school and no program would be initiated without local support.

To facilitate a broad range of experimentation, a moratorium on existing requirements and regulations must be declared in these schools. They must have autonomy sufficient to control their situations for a long time, allowing them to devote full energies without the need to constantly stop to justify their flight from the norm. The norm, it must be remembered, is not the ideal. Experimental programs, however, should be evaluated and held to the same criteria of evaluation as existing programs. And provisions must be made to protect the interests of everyone concerned and to guarantee that the development of alternatives not be an unwitting support of bigotry or segregation.

It must be emphasized that experimental programs cannot be successfully tested unless parents and teachers join together in frontal assault on the educational myths discussed. Such an attack will not be easy. The old political barriers must be broken down and parents and teachers united in the learning process with parents forming general policy and teachers applying their expertise. Alternate school systems must be created which provide for parents' involvement in the development of educational goals and for teachers' accountability for effective implementation.

Some experimental programs can be financed by merely reallocating part of the community's total school budget. And legislative exemptions from regulation and freedom from the binding constraints of unexamined tradition can often combine to produce significant changes at no additional cost. But for numerous significant alternatives, these stimuli for change are not sufficient —we must have funds. Therefore, to secure maximum benefits for our children, *we recommend immediate massive funding* for development of optional alternative forms of public education. This primary recommendation of Forum 8 became one of the 16 major recommendations adopted by the entire Conference.

Research and Dissemination of Information

We recommend Federal support for independent research on existing and alternative forms of education, including:

Independent research regarding the development of evaluative systems and processes for measuring those aspects of human development generally disregarded in the present system of public education.

Independent investigations and critical evaluations of educational programs, motives, goals, systems, and practices currently in use or suggested as experimental models for future use. Such studies and experiments might explore, for example, the extent and validity of the alleged myths and misconceptions governing our educational culture.

We further recommend a national "Information on educational alternatives" body, using television, films, and other media, bringing parents, teachers, students, and communities a more extensive understanding of the wealth of educational alternatives now available in the United States and elsewhere. This national body will be not only a central source of information, but an active dispenser of new information.

Secondary Recommendations

From additional recommendations formulated by the workshops, the Forum selected the three most important and ranked them in the following order of priority.

Health, Education, and Welfare

We recommend that the Department of Health, Education, and Welfare be divided into three separate departments, each of cabinet status and each headed by a cabinet member, to signify our national commitment to the paramount importance of all three human concerns.

Teacher Training

We urge marked changes in programs for student and practicing teachers, so all teachers may better prepare themselves to educate children and youth. The teacher's role should be conceived as one of facilitator, guide, and partner in the learning process rather than as dispenser of knowledge, and teacher training should be focused toward that end.

Reordering National Priorities

National priorities must be reordered. We recommend that education be one of the top considerations and that this commitment be reflected significantly in the national budget.

Supplementary Recommendations

The following recommendations were not preferentially ranked by the Forum and are presented below in random order.

We recommend the development and funding of programs for early childhood and parental learning which fully utilize each community's human and physical resources. These programs should be integrated with existing elementary school programs and/or alternative forms of public education.

Pressure should be placed on mass media to develop quality learning programs for all children, as well as for parents and other adults.

To encourage respect for the dignity of *all* work, the government at every level (local, state, and national) should support the development of occupational orientation programs for children.

The whole community must be involved in determining goals for the education of their children, that is, schools must be controlled by the people they are intended to serve. For all segments of the community to participate fully, it may be necessary to provide remuneration to some individuals.

Recognizing the importance of each child's individuality, we believe our society should provide a variety of educational opportunities responsive to differences among children. We recommend that the community's definition of its educational system include sufficiently diverse programs to enable children to understand the world in which they live.

We stress that any school-age child, regardless of race, creed, color, national origin, or socioeconomic background, must be allowed to attend any public school in his school district.

We recommend that the total findings of the White House Conference on Children be brought to the attention of the entire nation.

A documentary on the findings of the Conference should be produced and presented during prime time on nationwide television, and the film should be made available to Conference participants, PTA members, and other interested groups.

Thought-provoking ten-second spot announcements on the Conference findings should follow up the documentary.

Appendices Workshop Recommendations

This section lists the unedited recommendations of all Forum workshops. The specific workshop which generated the recommendation is indicated in parentheses following that recommendation.

National Priorities

Since there is agreement, beginning with the President, that there must be a reordering of national priorities, we recommend that the first priority must be education, and that these changes should be reflected in the national budget. (H)

We recommend that the Department of Health, Education, and Welfare be divided into three departments each headed by a cabinet member to signify our national commitment to the paramount importance of each of these three human concerns as a people in the decades to come. (C)

Alternative Public Schools

We recommend immediate action for the development and funding of a multi-faceted educational system within public education at all levels, which is accountable for and responsive to individual difference in learning. (B)

Recognizing the importance of the individuality of the child, we believe that the emphasis in education in our society should be to provide a variety of educational opportunities which will reflect individual differences among children. (H)

We recommend that the definition of community include sufficient diversity to enable children to understand the world in which they will live, not just people like themselves. (H)

Whereas education is a process utilizing all available resources by which the individual is enabled to develop totally as a human being and in order to accommodate individual differences of style, attitudes and readiness, and in order to provide mechanisms for choice and change in society, alternative educational models should be established with significant autonomy to control their situations yet with periodic, creative re-evaluations: participation in these experimental approaches would be at the option of parents and students; learners, parents, and teachers together formulate general policy, apply their unique expertise to implementation, and develop modes of learning appropriate to a changing environment. (C)

Alternative public schools

Should be free of present educational regulations except for safety and fire regulations and anti-discrimination laws

Should be voluntary for students, parents, teachers, and administrators

See pages 8–12 and 8–13 (Primary Recommendation). (A)

We recommend that new and alternative forms of education in the public sector be encouraged through relaxed local, state, and Federal regulations and increased financial inducements to encourage diverse and competing educational models. (D)

Our workshop joins with the recommendation for alternative systems yet feels the following points should be considered in that recommendation:

The use of the term "alternative" as used in "alternative schools" may have negative connotations. Terms such as continuum, comparative extension or design may convey the meaning better.

No limits, such as the term "ten percent" in referring to the number of alternatives, or the concept that more money is not necessary, should be placed in the recommendation. Also, some type of control should exist in these schools.

It should be said that any alternative systems will exist along with existing systems. (F)

Group G unanimously endorses the one basic recommendation of the Forum 8 report. It recommends deletion of the first phrase of the last sentence, which reads:

The myth that politics and schools do not mix must be laid to rest; new school systems must be created which make teachers accountable and parents responsible for policy. (G)

In reordering governmental priorities, greater funds must be made available for transitional costs to implement experimental models as they prove feasible.

Since planning is a basic step to systematic change, planning grants should be available to all school districts for such purposes. (A)

Forum 8 recommends the establishment of a national "information-on-educational alternatives" body which, using television, film, and other media, brings to parents, teachers, students, and communities a more extensive understanding of the wealth of educational alternatives now available in the U.S.A. and elsewhere. (The body will be not only a central source of information, but an active dispenser of new information.)

(The assumption is that alternatives, without community education, will be under-used.) (G)

Early Childhood

We believe that:

Learning begins in earliest childhood, and further that the child's intellectual and emotional development cannot be separated from his physical development.

The child's caretaker, whether the parents or other adults, has a potentially crucial role in the facilitation of this development.

We therefore propose support at all levels of education of parents and prospective parents in the principles of early childhood education. We further propose that such a program include full medical care, beginning with pregnancy. (H)

We endorse the concept of a full program of preschool education to supplement that obtained through the family. (H)

We recommend that a greater emphasis be given to effective preschool programs and facilities for those who wish to utilize them. Such programs should be articulated with the elementary school programs. (E)

We recommend immediate action for the development and funding of programs for early childhood-parent learning experiences involving full utilization of community human and physical resources. (B)

To develop respect for the dignity of *all* work and to provide occupational awareness, we urge the Federal government support the development of meaningful programs of occupational orientation for preschool and elementary children. (E)

Out-of-School Learning

We recommend immediate action for the development and funding of out-of-school learning opportunities involving the full utilization of human and physical resources, and especially those which complement the in-school learning process. (B)

School Utilization

We recommend that total school utilization (all hours of the day, year around), for all citizens, be encouraged through Federal and/or state fundings. (A)

Teacher Training

In view of our rapidly and continually changing society, we recommend that greater priority be given at all levels to pre-service and in-service teacher education. (E)

To improve schools it is necessary that programs preparing people for alternative educational approaches be developed. These training programs should include all contributors to the educational experience, and their training should be consistent with the approaches they will be expected to use. (H)

We therefore urge the Conference to recommend immediate changes in teacher education and proceed to develop the facilities for re-educating the teacher in the approaches which are in harmony with the democratic processes in our society. The teacher's role should be reconceived as one of facilitator, guide, and partner in the learning process rather than the sole dispenser of knowledge. (D)

To meet this need we recommend the establishment of a National Educational Retraining Act that would be adequately funded for full implementation. Such acts have precedent by earlier legislation. (D)

Community Participation

We believe it is essential that the whole community be involved in determining policy for the education of their children. (H)

To accomplish this, control of the schools must rest with the people they are intended to serve. To make it possible for all segments of the community to participate fully, it may be necessary to provide remuneration to individuals. (H)

Media

We applaud programs like "Sesame Street" and recommend greater Federal support for additional quality educational television programs for children. We urge that pressure be placed on public mass media to develop quality learning programs for all children. (E)

Conference Procedures

Unlike the present Conference, conducted in abysmal isolation from current Federal educational activities, we call for follow-up conferences and future White House Conferences on Children to include full reporting and assessment of Federal programs in their agenda. (D)

Forum Report

Group G recommends further that the Forum report conclude with the following paragraph:

We are aware that what we have called myths are in fact widely held assumptions which have not been put to test in the spirit of rigorous scientific control. It is not always necessary, or even possible in some cases, to subject such theses to critical scientific tests; often it is enough merely to bring them to the surface. It is in this sense, that the enumeration alone of such popular allegations may have seminal value in our effort to propose alternatives to current modes of education, that we commend them to the attention of the Conference. (G)

Research and Evaluation

Forum 8 recommends the establishment of a Federally sponsored study commission to encourage and support investigations and critical evaluations of educational programs, motives, goals, systems and practices currently in use, and/or suggested as experimental models for future use. Such a commission would consider for support studies and experiments designed to explore for example, the extent and the validity of the alleged myths and misconceptions governing our educational cultures. (G)

Recognizing that wide variations in individual learning systems are basic to the actualization of human potential, it is recommended that the Office of Child Development of Health, Education, and Welfare assume as a basic task the development of those evaluative systems and processes designed to measure those aspects of human development which are not generally considered in the present system of public education. A series of examples follows.

Creative thinking and productivity
Coping techniques
Adjustive mechanisms
Value formation
Attitude development. (C)

The Forum recommends establishment at every level of government—particularly the Federal—of a permanent commission on educational goals made up of representative teachers, students, and parents for the purpose of assisting, evaluating and reforming the balance between education (development of individual potential) and socialization (adaptation to social needs and uses) both currently accepted goals of the education system. Specifically, the commission and its staff should serve as an educational ombudsman to assess and redress the educational grievances of students, parents and teachers. (D)

Educational Myths

Listed below are some widely held assumptions which were omitted from the previous discussion but may be useful in further elucidating problem areas.

Societal Myths

Democracy can't work in the classroom.
You can't change human nature.
Hard work will pay off.

Teaching Myths

There is a "right" way to teach.
A teacher must be objective.
Testing is necessary.
A basic fund of knowledge must be taught to all children.
Teachers are interchangeable parts.

Learning Myths

Children learn best in a quiet, orderly classroom.
Capacity is fixed and unchangeable.
Failure is good for children.
Learning takes place systematically.
Children don't know what is good for them.
When a child can say it "by heart," he really knows it.
The earlier you learn it, the better.

Structural Myths

Grade levels are necessary.
The smaller the class, the better.
The more time you spend, the more you learn.
The more access to teachers, the more children learn.
The "industrial model" will save education.

Change Myths

Changing the administration will change schools.
You have to get your goals in order first.
New facilities are needed for change.
Experts always know what to do.
You must be sure of your results before you start.

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Forum No. 8 Members

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Dorothy Nelson (Vice Chairman)

Lorene Ferguson

Armin Grams

Marilyn Gittell

Walter Lifton

Albert S. Miles

Ruth B. Jones

James Theroux

James A. Davis

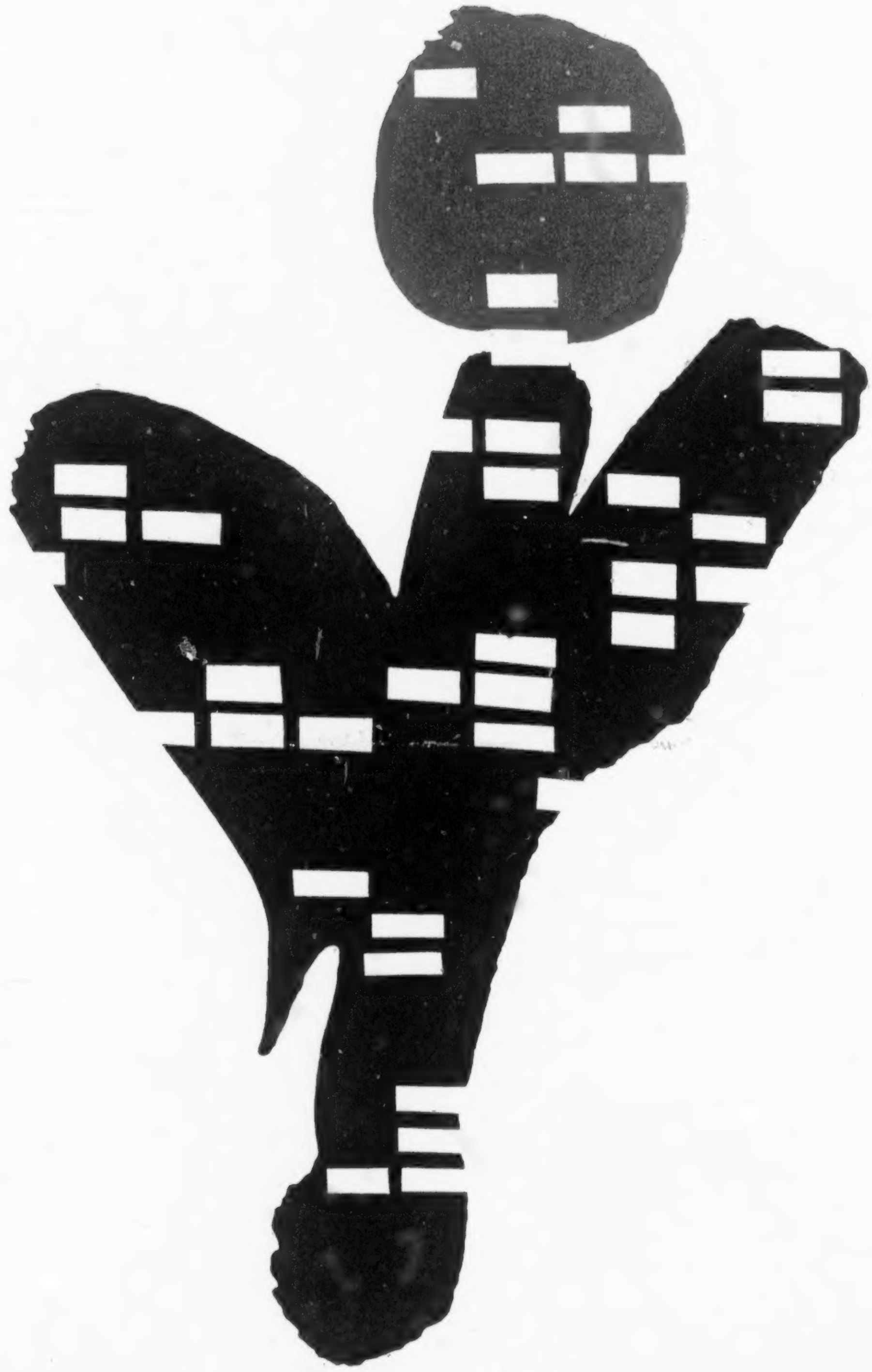
George H. Moreau

Anna Wooley

Michael B. Rosenstein

Sam D. Clements

Educational Technology



Educational Technology: Constructive or Destructive?

Report of Forum 9

White House Conference
on Children 1970

* * * * * *

Three men stood on a corner watching a fat man cross the street.

"That man needs an exercise machine," said the first.

"No," said the second, "What he needs is to diet."

"You're both wrong," said the third, "What that man really needs is to be thinner!"

An educational technologist would applaud the last statement since it warns against jumping to solutions before clearly assessing an individual's needs.

* * * * * *

Three teachers sat in the conference room discussing a little girl who was having trouble reading.

"That child needs to use our new reading machine," said the first teacher.

"No, she needs to go through our remedial program," said the second.

The third teacher thought for awhile and then said, "Perhaps what this child really needs is to see better."

An educational technologist would once again approve the last statement. If the teachers knew more about the child's real needs they might discover that, indeed, she had a visual problem that would have to be cleared up before she could respond successfully to reading instruction. They might also learn that the child was simply uninterested in reading. Unfortunately, most teachers would throw up their hands and say:

"Our system can't deal with individual problems of that sort—the child will just have to go into the remedial group—it's the best we can do for her."

Current Status

The products of technology are found everywhere in education today, the result of a decade of hectic activity aimed at buoying up a sinking system. Some educational improvement may be attributed to the use of the thousands of television sets, teaching machines, language laboratories' projectors, and computers that are being used in the education of America's children. But the net result has been a superficial modernity and efficiency in practices and programs that should have been abandoned long before the 1960's began.

Most American schools are still organized around the notion that all children can (and should) learn the same things, in the same way, at the same time. Standardized schoolrooms, standardized instruction, and standardized tests are reflections of the technology of mass production that took hold in American society during the years when public education was coming of age.

While the current system was developing, its purpose and promise was mainly to provide basic instruction in the three R's to a small segment of a population living in an environment in which change came slowly. But today change is the primary characteristic of our environment, and education must help every member of the population to live stably amid this change. Education must help each learner to understand and to deal with the concepts which both shape technological change and derive from it.

In the 1970's our century-old education system is disastrously failing us, and it puts those who run it and those who fund it in a position of promising what cannot be delivered. In our attempts to make the system more "efficient," enormously proficient technological means are being applied to an anachronistic end: we continue to inundate our schools with hardware and software aimed at mass instruction of children. But such technological products have only served to intensify the destructive dehumanization that already characterizes the American school system. Small wonder, then, that the new hardware and software have failed to help us solve the problems of educating our children; at best, they have made an outdated system more efficient. But in so doing, they have helped to postpone the critically needed shift to a sensitive responsiveness to the real needs of individual learners.

Educational Technology

These concerns led us beyond a consideration of hardware and software to an examination of a technological *process* by which constructive changes can be made in education. Although hardware and software are often referred to as "educational technology," they are in fact only the products of a variety of technologies currently used in education. The process itself is far more important to education than these products. We concluded that a rational process must be developed to design alternate and individual means of educating the young—a process which can employ technological products to humanize the education of each child, from his earliest years through a long life of learning. Such a process we define as *educational technology*.

It is increasingly clear that a unique opportunity exists to bring about the necessary improvements in American education during the 1970's. And we believe that the process of educational technology discussed in this report can play a major role in bringing about this improvement. There is substantial agreement, particularly among the delegates to this conference, that the time has come to make education more individualized, humanized, and child-centered. It is time to functionally redesign the educational process in America. This means ridding ourselves of an anachronistic system we inherited, but did not design.

Education is complex, and educational systems tend to defy change. One lesson of the 1960's is that fundamental changes in education cannot be made through the application of superficial technological remedies—including the substitution of hardware and software for blackboards and textbooks. We need a new process for the improvement of learning, and it must lead to fundamental redesign.

Fundamental Redesign

We believe that the process of educational technology is the basis for the fundamental redesigning of education that must take place during the 1970's. The process must:

Identify needs
Determine requirements
Select alternatives
Implement
Continually evaluate
Revise.

Six steps. Words that sound like educational jargon. What do they mean?

Consider the education of a single child. By what means can his learning opportunity be made more responsive, individualized, and humanized? The process we describe would be something like this:

Who is he? What does he already know? What does he need to learn? What is his particular learning style? The answers to these questions are the identification of needs. At each important point in a child's education, his parents, his teachers, and eventually he, himself, should try to answer these questions. The answers will be different for each child and different for the same child at different times.

What are the requirements for satisfying those changing needs? What are the ways of satisfying them? What degree of achievement will get him where he wants to go? If his need is to learn to read, then what level of reading ability should be reached, and what are the intermediate steps between where he is and where he is going?

The third step is to examine the different ways of getting there and to select the best among them. Just as there are many ways of learning, there are many resources available for learning. They should be matched with the needs of the child and the ways in which he learns best. *Whenever possible, the child, himself, should be involved in deciding and selecting the alternative he is going to use.*

Having made this decision, the next step, of course, is to implement the learning plan—in plain language, for the teacher and/or parent and child to work together towards his learning objectives.

The fifth step is to evaluate the child's progress in a sensitive way as learning progresses. To the greatest extent possible, the child and his teacher and/or parent should be involved in this assessment. They should consider what he has learned, what he has still to learn, and whether he is developing a pleasure in learning.

Finally, all concerned must be prepared to revise the learning plan at any point if it is not working as well as expected.

These six steps provide the simple logic for achieving both a systematic and sensitive means of improving the art of education. There is nothing inherently new in them; they offer no panaceas. They require patience and hard work. But if understood and practiced, they provide the means for identifying and attacking the deep-seated problems of education. They can be applied with equal benefit to the design of learning programs for individual children in school or at home, as well as to the design of community-wide programs.

We are encouraged by evidence that this process is coming to be understood in some educational circles, and that it is being incorporated into major programs. For instance, the Commission on Instructional Technology in its 1969 report to the Secretary of Health, Education, and Welfare defined instructional technology as:

A systematic way of designing, carrying out and evaluating the total process of learning and teaching in terms of specific objectives based on research in human learning and communication and employing a combination of human and non-human resources to bring about more effective instruction.

The Commission's report also defined educational technology in more popular terms as the use of hardware and software in education, but its prominent inclusion of the process definition was a significant recognition of the growing body of literature in which this definition is used.

There is encouragement also in the research on individual differences and learning styles, and in the use of this research as a foundation for the development of new programs. Most previous attempts to change traditional educational practice through so-called "educational technology"—audiovisual instruction, the use of language labs, to cite two examples—were made without the benefit of such research, and thus have been attempts to provide solutions for problems that were not yet clearly understood. As in the case of the fat man, they were prescriptions of exercise machines and diets. Increasingly, however, the design of new instructional programs is beginning with an analysis of learners' needs and the determination of objectives. Large scale examples include Project PLAN (Program for Learning in Accordance with Needs), a computer-managed system designed by the American Institutes for Research to provide individualized instruction; and the IPI (Individually Prescribed Instruction) program designed by the Learning Research and Development Center of the University of Pittsburgh.

On a far smaller scale, in an experiment in a single school in Burlington, Vermont, a "self-selection classroom" has been established in which children and teachers together assess needs, select materials, design learning activities, and evaluate progress.

Hopeful signs of growing sophistication are appearing in the so-called education industry. Among the companies which, in the mid-1960's, seriously overstated the promise of hardware and software, the small, "growing edge" of the industry has since come to understand the importance of developing these products of technology through a process that begins with an assessment of real educational needs rather than with the purpose of keeping their own production lines busy.

As background for our specific recommendations, the Forum on Educational Technology considered what must be done to ensure that by 1980 American education will have achieved the goal of this Conference: to become responsive, individualized, humanized, and child centered. Our conclusions are:

Major research and development are necessary, both to increase our understanding of the process of learning and also to design new methods of instruction.

A new mechanism must be developed at the Federal level for the funding, management, and evaluation of learning research and development. Ample evidence reveals that the politically sensitive nature of the Office of Education and its necessary emphasis on action-oriented programs inhibit its ability to support long-term research and development work. Forum 8 of this Conference has recommended the encouragement of alternative types of instruction, both within the public schools and apart from them. We support this view, believing that the great diversity of individual needs and abilities can be served only by a wide array of learning options. One of the advantages of technology is to make such alternatives possible at a reasonable cost.

Education programs and products must be carefully evaluated both during their development and while they are in use, to improve the process of development and also to measure long-term results. Better ways are needed of helping individual students to achieve their own potential through personalized evaluation, and better measures are needed of schools and of the entire educational system. The products of technology, from books to hardware and software must also be evaluated. Evaluation has been a sensitive and widely misunderstood subject in schools and in the education industry. We must now recognize its importance.

Our concern for the first step in the process of educational technology—the assessment of needs—led us to a conclusion shared by other Forums: that very young children should be provided with learning environments that will maximize opportunities for development. It is consistent with our basic premise that educational technology is a *process* devoted to the goal of *improved individual learning.* A critical element in this process is the consideration of the perceptual, intellectual, physical, and emotional development of each child. Despite nearly universal recognition that the influences of the earliest years from birth are critically important, we have taken only the most tentative steps to ensure that children in these formative years can develop their intellectual, physical, and emotional capacities as they should. The children of the poor are especially handicapped because their early lives are notably deprived of the suitable environmental stimulation that is often found in the homes of the affluent.

The members of this Forum believe, therefore, that free public education should be available to all children at an early age. We do not believe, however, that the existing elementary schools should simply add earlier grades to their existing structures. Early learning must be considered a special and separate area of education; different and more flexible kinds of programs should be created for these younger children according to their developmental needs; considerable attention should be directed to training teachers and especially parents in the education of very young children; and means should be found to help parents provide appropriate early childhood education *in the home.*

We see little hope of improved learning without a substantial infusion of new funds. While much might undoubtedly be done within existing school budgets, it is naive to suggest that a significant effort to design new educational programs for American children can be made without additional funds. Good educational research and development cost money, and in virtually every area of modern life such investments have proven to be unusually worthwhile. It is tragic that the current investment in educational research and development is far smaller than in almost any other area of society.

Finally, neither the process we advocate nor the money we recommend can be successfully employed without new means of training teachers both on the job and in professional institutions.

The following assumptions and assertions underlie this Forum's major recommendations:

In our society the lives of children are shaped consciously and unconsciously by a great variety of technologies.

Potentially beneficial technological creations (television, radio, games, toys, books, buildings, rooms) are too often sources of mindless miseducation.

Technology is not understood as a process. Too often it is regarded simply as an aggregate of things.

More information is needed on the effectiveness of specific educational products to help educators and parents select appropriate materials and equipment for meeting the needs of individual learners.

Major Recommendations

National Institute of Education

We urgently recommend the redesign of education to achieve individualized, humanized, child-centered learning. Toward this end, we support the proposed National Institute of Education. Educational technology, defined as a logical process of learning design, should be the major element in this redesign.

An overriding objective should be the development of an educational system that responds to the needs of individual learners through personalized evaluation and individualized learning, and through preparation of all persons involved in the education of those learners.

We specifically urge that the legislation authorizing the National Institute of Education provide for applied research and development efforts in educational technology within the Institute and that educational technology be defined in this legislation as described in our report, a process that:

Identifies the needs of learners, individually and collectively

Determines what must be done to meet those needs and considers alternative solutions and options

Involves the individual learner in determining the best way to meet his needs

Designs and implements the selected strategies and tools

Continually evaluates their effectiveness

Revises when necessary.

In the formation of the National Institute of Education, we urge that one of its highest priorities be pre-service and in-service teacher education.

Federal Education Programs

We recommend that the process of educational technology, as outlined in this report, be applied operationally in all Federal education programs, and that it be included in future legislation.

National Citizens Group

We recommend that, to further assure that programs and projects are responsive to children, a National Citizens Group composed of proportional geographic and ethnic representatives be formed. It should undertake an independent annual audit to give a public accounting of achievements for resources expended.

Pre-School Education

We recommend that free, Federally supported public education in the United States be made available for children at age three. Education should also be provided for parents of children under three in order to constitute a total program.

Specifically, we recommend:

That education for the child under six not be limited to formal classrooms; that education take place in preschools, parent centers, pre-parent classes, child care centers, prenatal clinics, home visitation programs, and nursery schools, but not limited to these

That parent involvement become an integral part of each program funded by any governmental agency

That courses in child growth and development become an integral part of the secondary school curriculum, as well as part of teacher training programs

That standards defined in *Federal Interagency Standards for Daytime Programs* be considered the minimum standards

That the Secretary of Health, Education, and Welfare be instructed to prepare by December 31, 1971 a comprehensive plan for implementing the above, with the assistance of a representative citizens' advisory committee in which minority groups are properly represented. This plan should be distributed to all delegates to the 1970 White House Conference on Children and to appropriate state and local agencies not later than July 1, 1972.

National Priorities

We urge a reordering of national priorities. We are especially concerned that our military involvement in Southeast Asia is seriously damaging the quality of American life through its divisive effect on our people, and the lives of our children are seriously affected thereby.

Spiritual and Moral Development

We recommend that public education be strongly encouraged to reinstate the emphasis on spiritual and moral development which is inherent in the total education of an individual.

Reference

1. *To Improve Learning:* A report to the President and the Congress of the United States, the Commission on Instructional Technology for the Committee on Education and Labor, House of Representatives, Government Printing Office, 1970.

Forum No. 9 Members

P. Kenneth Komoski (Chairman)

Robert W. Locke (Vice Chairman)

Rebecca Baker

Court Crow

Robert Glaser

Carolyn Goddard

Mary Ann Hanna

Howard Hitchens, Jr.

Roger Kaufman

F. D. Kirkpatrick

Thajauna Miller

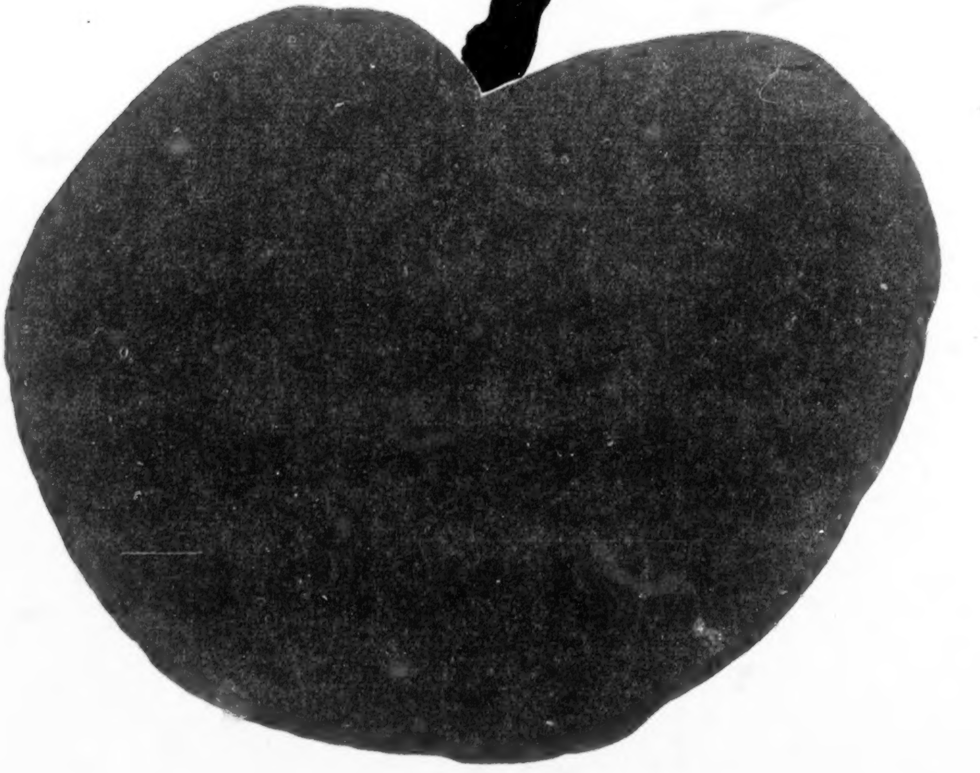
Leonard Olguin

Sylvia Richardson

David C. Stewart

Gordon Tubbs

Keeping Children Healthy



Keeping Children Healthy: Health Protection and Disease Prevention

Report of Forum 10

1970 White House Conference
on Children

Introduction

The United States has long offered Americans the opportunity to confront and master new frontiers. But, although we have accomplished much in some areas, constructive health services and disease prevention still offer unlimited challenges. Such services, which reduce the prevalence of illness and enhance the quality of life, are especially effective in infants and children. They must now be implemented on an universal basis in this country.

This Forum considers preventive health care to include not only good physical and dental care but also adequate housing, quality education, sufficient clothing, good nutrition, good sanitation, as well as opportunities to experience love, achieve self-respect, participate in play, and become meaningfully involved with others.

Several population groups in this country, currently subject to unusual health hazards, offer special opportunities for constructive health care. Children from low income families, for example, experience more preventable deaths and permanently handicapping conditions than any other group. Indeed, poverty is the most important cause of poor health in children and youth in this country, especially among young infants, handicapped and emotionally disturbed children, and children of migrant workers. Another highly vulnerable group includes expectant mothers.

Social pathology is also a major cause of death and disability among our young children. Narcotic addiction, prejudice, understimulation, violence, and indifference to human needs are major problems which threaten our very society.

If we accept the principle that health is the right rather than the privilege of every person, we must give the development of the needed services a high priority. This report examines the current scene—the problems, accomplishments, and goals—and suggests programs for both immediate and long-term action.

Special Problems of Vulnerable Groups

Poverty is the most important cause of poor health in children and youth in this country. Twenty percent of the population lives in poverty, and millions of low income families are needlessly subjected to ill health and destined to unfulfilled development. These children receive less health care than those in better economic circumstances and experience more preventable deaths and permanently handicapping conditions. Such a child is two or three times more likely to be born with a low birth weight than a white middle-class child, and he is twice as likely to die before his first birthday. Approximately one out of three Indian babies in the United States dies between the ages of one month and one year, largely from preventable diseases, and those that survive only have a life expectancy of 43 years.

In remote rural areas, such as Appalachia, there are critical shortages of health personnel, preventive health services, school lunch programs, and public transportation. Maternal and infant mortality rates are at least one-third higher than the national mean.

Poverty is associated with poor and crowded housing, unemployment, limited education, malnutrition, bad sanitation, and a sense of being left out; it is also allied with an increase in prematurity, infant mortality, tuberculosis, venereal disease, hepatitis, nutritional anemia, and rat bites. It is tragic that in our affluent and technically-advanced country, Indian children suffer from typhoid, dysentery, tuberculosis, hepatitis, diphtheria, and trachoma.

While the White House Conference on Children must address itself to all children in the country, several population groups are subject to unusual health hazards and offer special opportunities for constructive health services.

Expectant Mothers

Prenatal, delivery, and postpartum services are not available to approximately 600,000 women in the very low economic groups. In large cities, between one-fourth and one-half of women in low income families deliver with little or no prenatal care, and in some inner city and rural areas, the proportion is even higher. These women face excessive complications affecting not only their own health but their infants' as well.

Partly because of inadequate maternal and infant care, including family planning services, the rates for infant mortality and prematurity are twice as high among the poor as among the middle class. The low-birth-weight babies, who are much more likely to experience permanent neurologic disorders such as cerebral palsy or mental retardation, are born to the poor in disproportionately large numbers. Inadequate maternal care also leads to high rates of illness among infants and children born to such mothers.

The nature of the maternal complications, the brief period available to the obstetrician to modify their unfavorable influence on the outcome of pregnancy, and the resulting large proportion of low-birth-weight infants underlines the necessity to provide interconceptional care so that the next pregnancy may have a more favorable outcome. Such preventive services would include management of maternal anemia, diabetes, chronic nephritis, malnutrition, pyelonephritis, and toxemia; early detection of maternal-infant blood group incompatabilities and maternal syphilis; and provision of educational, nutritional and mental health services.

Prevention of prematurity is an urgent goal. More than any other factor, a decrease in premature births would markedly lower infant mortality and the neurologic sequences of prematurity. The prevention of prematurity involves not only purely medical considerations but, even more importantly, attention to social and economic causes. The rate of prematurity, for example, is two times greater in out-of-wedlock pregnancies.

Family planning may be helpful in the optimal spacing of children for biological as well as psychological and social growth and development. While there is a proven relationship between the length of the interval between pregnancies and neonatal mortality, the significance for child rearing practices of children born in quick succession is not yet well understood.

Infants

In infant mortality, the United States ranks thirteenth internationally. This unacceptable situation reflects many problems besides the health of the baby, chiefly inadequacies in human services. While it is encouraging that infant mortality is decreasing in this country, the birth of low-birth-weight infants is not.

With approximately 60 percent of infant deaths occurring within the first two days, 15 percent in the remaining 25 days, and 25 percent during the rest of the first year, more adequate health care services are urgently needed during the first year of life, especially in the perinatal and neonatal periods.

The ability of many mothers to provide adequate maternal care is seriously hampered either by past life experiences or by contemporary stresses. Mothers at high-risk for social and psychologic reasons may have infants who do not thrive physically, socially, emotionally, or cognitively. Pathogenic life experiences may include the history of a poor relationship with her own mother, a previous or on-going emotional illness, unresolved grief, marital discord, medical illness, several children in quick succession, an out-of-wedlock pregnancy, illness in the family or multiple moves during the pregnancy. Contemporary events that may undermine the mother's ability to provide adequately for her baby include the birth of a premature infant, the presence of a congenital defect in the infant, an early critical illness in the infant, maternal depression, a difficult delivery, psychological or physical absence of the husband, social isolation, financial insecurity, or multiple births. Needless separation of an infant or young child from his mother (for hospitalization or other reasons) may also produce a special risk factor for the child.

Still another important problem area is that although immunizing agents are available against certain infectious diseases a significant percentage of the nation's children are not adequately immunized.

Children and Youth

About 12 million children need special care for eye conditions, over 3 million for speech impediments, and over 2 million for orthopedic handicaps. These and other health needs are not being met because of inadequate preventive, diagnostic, and treatment services in low income areas, particularly in major cities.

Children from these areas often enter school without previous medical or dental care. At this time in many large outpatient departments, children are waiting five to seven hours to be seen hurriedly by a physician. When health problems are discovered through school examinations and screening programs, community agencies often lack the resources to provide treatment and follow-up care. Opportunities for the children to be enrolled in systems of continuing health supervision are markedly absent.

Oral diseases are the most prevalent chronic diseases in the United States today, affecting everyone during his lifetime. Their onset may begin early in childhood, and, subsequent neglect may explain the conspicuous deterioration of oral health found in the adult population. However, only about 15 percent of the country's nearly 1600 local health units have dental health programs staffed by dentists or dental hygienists.

The special needs of low income children are illustrated by the finding that 75 percent of children in families with an annual income of less than $2,000 and 66 percent in the families earning less than $4,000 have never seen a dentist.

It is paradoxical that this problem should be permitted to continue when the requirements for prevention and amelioration have been determined, and a positive, clearcut course of action is available.

Adolescents

Health problems in this age group include drugs, venereal disease, smoking, and adolescent parenthood. Many adolescents are poorly nourished and poorly prepared biologically to become parents. The adolescent parent—the child with a child—frequently has his or her own developmental tasks to accomplish and is not prepared to nurture the development of an infant or young child.

Pregnancy in adolescent girls, the chief reason for girls leaving school, has recently been given special attention by several organizations. The increasing numbers of adolescent pregnancies and the decreasing age of these girls jeopardize not only their own health but their infants' health as well. Infant mortality rate increases when the maternal age is under fifteen years. Unless there is effective intervention, including family planning, these girls will probably have more unwanted pregnancies and many of these infants will be at high risk.

Suicide, school underachievement, and dropping out of school present other problems for this age group. Delinquency is an extremely complex and urgent problem, with no simple solution. Vocational programs and guidance are generally unavailable for adolescents who either cannot handle an academic program or do not choose to do so. Adolescents who are retarded or otherwise handicapped have additional problems, including lack of recreational opportunities.

Handicapped Children

Countries in Western Europe have highly developed services for handicapped children; the United States does not have the same degree of national commitment to the handicapped child. Whether based on self-interest or compassion, a sense of national obligation at least equal to that in the European countries is a prerequisite to any broad advancement in services for handicapped children in this country.

While another Forum is devoted entirely to the handicapped child, this Forum is concerned with preventing additional handicaps in these children—with keeping the handicapping condition from worsening or developing other complications—as well as with the general health needs of the handicapped which are similar to those of all other children.

Confronted frequently with serious emotional disorders in handicapped children and their families, many professionals believe that some secondary handicaps in these children, traceable to psychological and social factors, might be preventable. Since such children and their families constitute a population at special risk, there has been considerable interest in emphasizing prevention as well as treatment in programs for handicapped children. The impetus towards preventive intervention is based on the following observations:

Parents of handicapped children often feel markedly inadequate.

Parental depression, anxiety, and other factors frequently distort child-rearing practices.

Lack of communication within the family is striking.

The family may become socially isolated.

The family may postpone or avoid seeking help.

The family's finances may be severely strained.

The child may have little self-esteem.

Migrant Workers

The children of migrant workers represent a large population with unmet health needs.

Emotionally Disturbed Children and Children of Emotionally Disturbed Parents

These high risk family groups have more than ordinary need for health care as documented in the report of the Joint Commission on Mental Health of Children.

Some Health Service Accomplishments for These Vulnerable Groups

Several important national maternal and child health programs have recently been developed to combat some of the deficiencies noted above in child health services. Some of their many impressive achievements are noted below.

Infant mortality has been significantly reduced in urban ghettos. In the past three years, the nation's infant mortality has decreased more than twice as much as in the decade from 1956 to 1965, and mortality reductions in major cities were greater than the national average. The maternity and infant care programs in many large cities are making a major contribution to these reductions.

Comprehensive health services have been delivered to children and pregnant women in low income areas which have few medical practitioners.

In implementing the national policy to make family planning services available to women from low income groups who want these services, 425,000 women received family planning services in 1968.

High quality medical care was provided last year for 425,000 children who are crippled or have conditions which may lead to crippling. This includes care for 30,000 children born with congenital heart disease, many of whom were cured or greatly helped through open heart surgery.

Specialized diagnostic, evaluation, and treatment services were provided to 45,000 mentally retarded children in 150 clinics in 1968.

More than 100 special programs for unmarried pregnant girls of high school age have been initiated and are demonstrating that repeated out-of-wedlock pregnancies can be reduced by perhaps 60 percent. There has also been a major breakthrough in community attitudes and action, and in the programs for school-age girls now in operation, teenage unmarried mothers are helped to complete their high school education and are provided health and counseling services.

The 59 new comprehensive health care projects for children and youth make preventive health care available to children from low-income families so they may avoid developing serious health problems. Currently, over 400,000 children are registered for comprehensive care in this program.

The Office of Economic Opportunity and several voluntary organizations have developed 55 neighborhood health centers with new and imaginative ways to reach people in economically deprived areas and to make services available and accessible.

The Head Start program has made possible enrichment programs for preschool children and has centered the nation's attention on the development of young children.

Special Problems of Social Pathology

Social pathology is a major cause of death and disease among young children. Narcotic addiction, prejudice, understimulation, violence, and indifference to human needs are both major societal problems and threats and represent a frontier for preventive health services.

Prejudice

Racism is the most threatening social disease in this country.

Drug Abuse

Narcotic addiction and drug abuse represent urgent preventive as well as rehabilitative problems.

Environmental Hazards

Because of the massive migration from rural to urban areas and from the cities to the suburbs, the relative proportion of low income families in the cities has rapidly increased. Three-fourths of the black population now live in cities, and their children are constantly being exposed to the health hazards of traffic, air and water pollution, overcrowding, lack of recreation, and crime. Inadequate sanitation persists in both urban and rural areas.

Little attention has been given to the environmental needs of children, and the development of thousands of children, especially those in the cities, is being impaired. The depriving environments and the resultant major hazards which they present for the physical, psychological, intellectual, and social development of young children may ultimately create a greater waste of human resources than any other health problem — a particularly tragic situation because the problem is largely preventable.

Malnutrition

Hunger and malnutrition exist widely in the United States. Although the data are not yet complete, undoubtedly many of the estimated 27 million persons living in poverty in this country are financially unable to purchase an adequate diet. Hunger and inadequate nutrition lead to poor physical growth, impaired ability to learn, as well as needless discomfort and distress. Children should be experiencing hope and joy, not hunger and anxiety.

Although the clinical signs of malnutrition can be treated during pregnancy, many experts believe the long-term effects of life-long malnutrition cannot be corrected during these few months.

Family Stresses

The family in the United States is in trouble as evidenced by the high incidence of divorce, separation, desertion, family discord, out-of-wedlock pregnancies, and what has been termed the "new" morality.

Unless a family feels secure, it is unable to plan ahead — a basic prerequisite for utilizing preventive health services. Family security entails housing, adequate income, good nutrition, dignity, and opportunities for jobs. Families also require immediate help at times of crises — death, illness, the birth of a handicapped baby, multiple births, divorce, desertion and unemployment. They need integrated services which approach the family as a whole; such services should not discriminate against low-income families whether they be headed by one or two parents. Additional problems include the many families who are socially isolated in this country, especially the one parent family, and the special child care needs of a family with a working mother.

Popularization of the distorted notion that children are a burden and a deterrent to the fulfillment of a woman in her own right does a great disservice to children. The contribution that mothers or mother substitutes make to national goals needs to be more highly esteemed.

When a mother must be absent from the home or is psychologically or physically unable to take care of her children, highly-qualified professional homemakers should be quickly provided to substitute. Such homemaker services have not been adequately supported in this country because, among other reasons, of fears of making mothers lazy, a reason perhaps derived from our pioneer heritage.

Although children in suburbia are frequently considered to be in an advantageous position, they also face many preventable problems. Although little is known about the epidemiology of emotional problems in such a setting, many of these children and their mothers appear to be overscheduled. Some children are taking drugs, others are involved in delinquent acts, and many live in a relatively fatherless society.

Children of such mobile populations as the military, academicians, and corporation executives may be at some special risk. Although their adjustment probably depends upon that of their parents, insufficient studies have been done to determine whether a preventable problem exists.

With briefer hospitalization and the resulting earlier discharge of men and women with major psychiatric illnesses, the effects of such a parent in the home on the development of children need more study and perhaps preventive attention.

Problems in Delivery of Services

Delivery of Human Services

There is a crisis in the delivery of human services, including health care. Considerable inequities exist among many groups: the poor and the non-poor, the inner city and suburbia, urban and rural, and black and white. Urgent attention must be given to such inequities which should not be allowed to continue in a democratic society. With acceptance of the principle that health is not a privilege but a right of every person, a national commitment is needed to develop high quality services that are family-centered, coordinated, comprehensive, continuous, compassionate, personalized, and accessible. These services must be available to all children, regardless of where they live, their ability to pay, or their race.

Present preventive health services are grossly underdeveloped, poorly organized, and fragmented. Yet changes in social, welfare, vocational, health, housing, recreational, and educational services will be difficult because of long-established patterns, vested interests, ineffective use of existing personnel, distorted priorities, inadequate professional training, and lack of communication. Except for education, most public human services have been more remedial than preventive or constructive. As expressed by one Forum member, we fractionalize families to death with our helping practices.

One of the most important changes in recent years is the recognition of the importance of outreach in human services and the awareness of the many psychological and social impediments to obtaining health care. Services must be brought in mobile units to isolated families or patients brought to the health facility by transportation services provided by the health facility. The new programs are not based on the traditional model of one patient to one physician but rather on the health team, a group of professional and non-professional persons.

Funding of Human Service Programs

The crisis in public administration of health programs is characterized by inadequate funding, overlapping jurisdiction, and categorical approaches resulting in fragmentation. To correct such defects, an acceptable health program must exclude a means test and include the purchasing power to obtain health needs, resources to meet the needs, economic incentives for keeping people well, provision for presymptomatic screening and health education, and an allowance for the cost of outreach services, remuneration for developmental services to children and families including those fostering optimal growth and development, talking with school teachers, or counseling a parent regarding such family crises as the impact of divorce.

Spending large sums of money does not insure decent care, and adopting a payment method will not, in itself, increase the availability of medical services. For example, Medicaid has had little impact on the kind of medical care received by urban poor residents because of the large numbers of people needing care and the few doctors available to provide it. Medicaid has been more successful in smaller communities where physicians are more accessible.

New organizational and personnel resources are required along with ways to finance them. Since there is simply neither the organization nor the manpower to provide comprehensive services for everyone at this time, we must set priorities. Special projects and programs for mothers and children in low income groups must be continued on an urgent basis and should be integrated with other human service programs when possible.

Manpower

Preventive health services cannot be adequately implemented without sufficient manpower. Much has been written about the shortage, under-utilization, and uneven distribution of health personnel and the need for redefinition of roles. The time allotted to teaching and experience in family-centered, constructive, and preventive health care is generally very limited in undergraduate and graduate professional education, and few programs are designed to teach persons already in established roles how to function more efficiently and effectively. Recent medical school graduates are, however, increasingly interested in providing health care and related services to the community.

Protective Services

The "Declaration of the Rights of the Child" adopted by the General Assembly of the United Nations in 1959 recognized that physically, mentally, and socially handicapped children have a right to special care and training. The United States, no less than a developing country, has a duty to ensure that no child is handicapped physically, mentally, or socially by an unwholesome environment whether that environment is caused by inadequate housing, morally corrupting parental conduct, gross parental neglect or abuse, or by any combination of these or other factors. Where protective services to children in their own homes are unavailable or ineffective, society must provide a substitute protective home.

The extent of the housing program required for children who need protection is unknown. Existing child-abuse legislation is not too helpful in estimating the extent of child abuse since the laws are not uniform in specifying what injuries are to be reported, the persons responsible for reporting them, the age of the children covered, or the penalty for not reporting. Very few states maintain central registries for reporting child abuse. The incidence of incest is also unknown; although records of criminal, juvenile, and paternity courts as well as selected studies attest to its growing rate.

Foster care has provided neither the quantity nor the quality of protection which the American child needs. Children living in institutions such as orphanages, institutions for retarded or emotionally disturbed children, homes for dependent children, or schools for delinquent or pre-delinquent youth, represent populations at high risk. In many ways, these are forgotten children.

Education

Health education services are markedly inadequate for children, for parents, and for the great number of persons who provide services for children. Arrangements for answering parents' questions or for routing them to available resources are too limited.

In addition to health education, much remains to be done to provide the nation's children a better general education. Every child should have the opportunity for quality education according to his needs, whether he has normal intelligence or is retarded or emotionally disturbed.

Preventive Information and Services

Constructive and preventive health care has been implemented in the United States only to a limited extent, even though these health services have clearly been demonstrated to reduce the prevalence of illness and hospitalization, providing economic as well as personal value. We know more than we are putting to use. Levels of preventive care at least equal to those in other developed countries should already have been achieved. Yet today the infant mortality in some sections of the country could be reduced by 50 percent, and visual difficulties, hearing problems, anemia, and illegitimate pregnancies in adolescent girls could also be significantly decreased.

Constructive health care is more than good physical care; it also includes the shelter, clothing, love, self-esteem, education, safe play, music, stimulating experiences, and involvement with people and things needed to keep children healthy. If the full potentials of preventive services for children are to be realized, the immunization model of preventive health services must be complemented by other models. The emphasis should be on processes which underlie health. The newer knowledge of genetics, biochemistry, immunology, psychology, sociology, social psychology, cultural anthropology, and child development provides opportunities to deal with the precursors of disease and to achieve positive health.

We need to develop a nosology of health as comprehensive as our present nosology of disease. Such a classification of health, or of the ground midway between health and disease, would involve considerations of such symptoms as shame, anger, fear, frustration, distress, disability, ineffectiveness, inadequacy, depression, helplessness and anxiety, as well as such feelings as serenity, hope, joy, trust, love and happiness. For example, feelings of ineffectiveness may occur in the mother who cannot provide adequately for her children, the child who is not doing well in school, the chronically-ill patient who feels inadequate and shunned, and the child without motivation or hope for success. Such feeling can result in destructiveness which is characterized by the abuse of drugs, violence, and neglect of one's own health.

"Happiness is . . ." describes the full potential of the "new" child health goals. To achieve that potential, preventive health resources for children should increasingly incorporate knowledge concerning the early origins of diseases occurring in adult life, such as the relation between diet, exercise, and cardiovascular disease. There is need to determine the ways in which childhood health experience determines adult health, and a corollary need to provide health services to children not only for their benefit during childhood, but for their future well-being as adults. Insurance companies should be encouraged to provide financial dividends for periodic health appraisals, and all mechanisms for providing or financing health services in childhood should be encouraged to capitalize on the lifelong benefits that accrue from substantial preventive and constructive care in childhood.

Recommendations

Recommendations made here for preventive and constructive health services presuppose a national commitment to the instrinsic value of children and to the betterment of human life. They require a determination to correct the disparity between what we can do and what we are doing.

Comprehensive Child Health Care Program

As a first step, toward a more formalized national health program, this Forum recommends that a Federally financed comprehensive child health care program be established with a stable, permanent Federal financing mechanism. The program should adopt reimbursement procedures, including prepayment, designed to create incentives for more rational, organized, and efficient systems of health care delivery which stress illness prevention and health promotion. Such services should also have periodic peer and consumer review for quality and appropriateness.

In the present health crisis, however, everything that needs to be done cannot realistically be accomplished overnight. While aspiring to provide comprehensive health services for all, special attention must now be given to those with the greatest needs. This Forum believes that the national health care program and all Federal programs providing health care services to children should allocate a specific percentage of their budgets to help finance new resources in critical areas. Children from low income families, handicapped children, children in remote areas, and expectant mothers should not be asked to wait for a national health program. They deserve access to decent care now. Pending the development of a universal comprehensive health care program, presently existing programs for high risk population groups should be extended and strengthened and the knowledge derived from these programs utilized in developing a comprehensive national health care program for children.

Although programs for children and families may have multiple funding sources, some mechanism should be defined to combine these financial supports, eliminating the fragmentation caused by categorical health programs and the separation of wellness and illness care. In education, for example, several well-conceived, Federally-sponsored educational programs, with significant health inputs, span the totality of infancy through childhood. The programs are: Parent and Child Care Centers (0 to 3 years); Head Start (3 to 6 years); Follow Through (kindergarten to third grade); Title I Program (elementary to junior high school particularly); and rapidly proliferating day care programs under a variety of auspices. If all these programs existed in the same community, as they logically should, the child could move in an uninterrupted sequence through each program to derive maximum benefits.

The fact is that each program is individually administered, located, and evaluated with little regard to the local situation. Similar fragmentation and lack of communication at the national level are also reflected at the regional, state, and local levels. Although all programs have well-developed health components, their basic objectives and methodology of achieving these objectives are not the same. To complicate the health picture further, multiple health programs are also concerned with this same population. Integration of such programs as maternal and infant care projects, children and youth programs, and neighborhood health centers must be pursued further.

Target Populations with Problems of High Priority

In recent years the national maternal and child health programs have endeavored to reduce infant mortality especially among the economically disadvantaged, and to increase accessibility of health services for those in low income areas and other areas lacking adequate services. *The following high risk groups should receive special emphasis in a comprehensive health care program*:

Comprehensive Maternity and Infant Care

This Forum recommends that funds be used from both existing Title V programs and new legislation for a broadened attack on these problems of high infant mortality rates and poor health of mothers in deprived areas.

If 20 percent of the total population are in the low income group, about 750,000 children are born annually to women in poverty. The maternity and infant care projects, now numbering 53, provide comprehensive maternity care annually for 125,000 women and their infants in this economic group. These projects, now in their fifth year, are providing high quality care, are well-received and are effectively reducing infant mortality among this income group. These programs should be expanded to make such services available to all pregnant women from low income groups.

In addition, family planning services should be extended to the approximately five million women of child-bearing age who live in low income areas throughout the country and who would use family planning services if they were available.

Adolescent Mothers

During 1969 approximately 80,000 girls under the age of 18 were estimated to have had an illegitimate child. Unless such girls receive comprehensive services, including family planning in combination with social and educational services, they may be expected to have further children out of wedlock. These girls are in further jeopardy not only in regard to continuing their education, but as a group of high risk maternity patients who urgently need care.

Steps should be taken to eliminate all local statutes that disqualify the pregnant adolescent from continuing her schooling. The initiation and maintenance of additional special school programs in conjunction with comprehensive health and social programs should be adequately supported to ensure continuity of education and necessary health care for all pregnant girls. Practices, regulations, and laws should be initiated to make family planning information and services available to the adolescent upon request whether she is married or not. Appropriate counseling services must also be made available to both the mother and the father and efforts made to give the girls self-respect and new models with whom they can identify.

Preschool and School Age Children

A major emphasis in funding health services programs should be placed on comprehensive care for preschool and school age children in low-income areas, particularly. In the next five years, it should be possible to support projects serving areas in which a total of 3.5 million children live.

A special program is needed to permit a broad public health attack on the widespread problem of poor dental health. *This Forum endorses the American Dental Association's proposal for a national dental program for children and the implementation of community dental programs for children. It is also recommended that a system of remedial mobile dental units be initiated in areas without permanent dental installations.*

Preventive programs including fluoridation of public water supplies and substitutes for sucrose in the diet should be expanded. Where the population is only partially served by municipal or sanitary district water supplies, as in largely rural states, school fluoridators or supervised self-applied topical fluoride applications can be used.

Crippled Children

Services for crippled children should be strengthened by intensifying case finding and screening activity and by providing necessary treatment and follow-up care. *The Forum recommends that the current Crippled Children's Services be given adequate funding so that artificial categorical restrictions, now set by each state, can be removed and emphasis be placed on the diagnosis, treatment, and follow-up of prevalent handicapping conditions or conditions with the potential for becoming chronic handicapping conditions.*

Emotionally Disturbed Children

The Forum endorses the Report of the Joint Commission on Mental Health of Children which emphasizes the need for comprehensive services for the mental health of children and youth. Comprehensive health care includes attention to both mental and physical health.

Families

Preventive health services require attention to the family as a unit.

Every family in the nation should be guaranteed an annual income sufficient to meet its basic needs; however, the provision of such an income should not, in itself, be expected to guarantee personal health care.

This Forum endorses the recommendations of the White House Conference on Nutrition, particularly the urgent need to make available nutritious food in adequate quantity to every family in this country. The Food and Drug Administration should vigorously enforce existing standards for nutritive value of foods. Existing food programs should be expanded and improved to eliminate hunger.

Adequate housing is a basic necessity of life and a prerequisite for keeping children healthy.

Optimal health requires respect for the dignity of each child and his family. The method of delivery of health and other human services should support the leadership role of the parent in both the one-parent and the two-parent family and respect the dignity of both fathers and mothers.

Families should be insured against the high cost of catastrophic illness, and emergency services should be made available to families in crisis. A high priority should be given in community psychiatric facilities to the treatment of mothers, especially those with young children, who are experiencing emotional problems. Further research should be conducted on the effects of a parent's physical and psychological illness on child mental health and on ways to minimize any adverse effects. Efforts should be made to provide financial support to families when the father or mother is ill for long periods of time. Homemaker services need to be further developed for use when the mother dies or is physically or psychologically incapacitated, in some instances of child abuse, and in some cases of non-organic "failure to thrive" in infants.

This Forum recommends that marital counseling services be increased and that counseling standards be set in this area in an effort to preserve the integrity of families. The Forum urges exploration of new institutional patterns to meet the needs of the one-parent family. Families in difficulty should have access to adequate counseling services, including genetic counseling services, when these are needed. The role of both fathers and mothers should be respected. Efforts should be made to integrate services so that they can be delivered to families as a whole rather than fragmented as they so frequently are today.

Drug abuse, including abuse of alcohol, is recognized as a problem increasingly involving children and their families. This problem requires a major commitment from child and family health programs.

Nutrition concern is seen as an indispensable component in programs for children and families, and hopefully, with nutritionists as part of the health teams in direct service or consultant roles.

Both in large cities and isolated rural areas, lack of transportation may be a major barrier to families' utilization of health services. Transportation should be provided to health facilities where needed.

Standards for Preventive Health Services

The Department of Health, Education, and Welfare should establish and implement standards for preventive health services which should be updated periodically. These standards should include screening tests to identify threats to normal growth and development including a health history, height and weight, urinalysis, hemoglobin, vision and hearing tests, tuberculin test, immunization review, dental examination, developmental screening, and behavioral screening. In designated areas, screening for lead poisoning and intestinal parasites would also be recommended. Teachers, nurses, and others who work with children would refer for examination children experiencing difficulty in health, growth, and development. Expectant mothers would receive thorough examination with health history including genetic information, physical examination, urinalysis, hemoglobin analyses, chest x-ray, serologic test for syphilis, and studies to identify the possibility of maternal-infant blood group incompatibility. Screening of infants for phenylketonuria would be mandatory.

Using the educational system as a model, communities should establish a system of accountability for each child to ensure that he or she receives the preventive health measures to which he or she is entitled from conception throughout childhood.

Community and state public health programs should be strengthened and basic public health services expanded. A higher priority should be placed on the financing of outpatient or ambulatory services for disease prevention and health maintenance, both physical and psychological.

Health departments and universities could be mutually strengthened by contractual arrangements, with the university supplying the academic and research capability and the health department the operational expertise and experience in preventive and constructive health care. Such funding would support medical school personnel such as epidemiologists, anthropologists, sociologists, social psychologists, economists, and management experts. With such support, university departments of pediatrics could become increasingly health- as well as disease-oriented, and health departments could more effectively apply advances in knowledge and continuously revitalize their program.

Investigation of Preventable Morbidity and Mortality

The citizens of this country are responsible not only for their own health and that of their children but for the health of those who do not have access to adequate health services and who are unwittingly subjected to preventable health hazards.

Each state should be financially assisted to establish a division for preventive health investigation to identify preventable child health hazards, investigate failures to utilize preventive knowledge, seek correction of deficiencies through the exercise of appropriate authority, inform the public and governmental authorities when new legislation is needed, hold public hearings, investigate individual preventable deaths, develop standards, and make periodic reports.

Preventive approaches are optimally based on understanding the etiology of the problem. While much remains to be done in terms of applying existing information, no effective preventive measures exist for many disorders affecting thousands of children. In these instances, the path to prevention begins with research.

Examples of unsolved problems in child health include prematurity, low-birth-weight infants, sudden death syndrome of infants, cancer, allergy, cystic fibrosis, birth defects, mental retardation, immunologic disorders, and emotional diseases. Cancer kills more children than any other disease. These problems need urgent attention.

Model perinatal centers in several sections of the country should be supported in their attempts to improve survival of babies prematurely born, of small birth weight, or with other disorders, and service should be accompanied with research.

Other feedback should be obtained from existing programs; maternal and childhood research centers in both urban and rural areas, for example, should study health service delivery, innovative models of providing care, and training of new kinds of personnel.

Under the direction of the Center for Disease Control, national, state, and community surveillance of preventable morbidity and mortality should be broadened beyond infectious diseases to include the epidemiology of accidents, child abuse, lead poisoning, ingestants, burns, drug use, and emotional illness. In many communities our knowledge of the incidence and kinds of preventable problems is imprecise because of the lack of epidemiologic studies of physical and psychologic morbidity. Epidemiologic studies on such subjects could provide the feedback needed to initiate or revise health programs.

New preventive health information that could be used for early case finding should be made immediately available to every child and adult in this country, and financial incentives or grants should be established to facilitate the implementation of new procedures.

Health and Safety Education

The Forum recommends that a major commitment be made to a systematic health and safety education plan extending from childhood through adulthood, replacing our present fragmented approach. Such a program, including attention to physical, emotional, and dental health, nutrition, sex education, drug education, alcoholism, smoking, safety and first aid, should be available to all citizens and should be taught by qualified teachers. A variety of health education demonstration projects should be supported, and the mass media should intensify and expand their efforts to dramatize the importance of good health practices.

Family Life Education

Family life education for parents or prospective parents including information on child development, child care, nutrition, family relationships, home management, dental health, and mental health would enhance the growth and development of children and make parents more self-reliant.

To help reduce the incidence of pregnancy in young adolescent girls, instruction in the social and psychologic aspects of human reproduction and the importance and means of achieving responsible parenthood should be included in school curricula. Family life education should help prepare boys as well as girls for parental roles.

School Health Education

Health education in the schools, including attention to human development, should be upgraded if children are to assume an informed responsibility for their own health. In larger school systems, specialized teachers could be assigned to teach health in a group of primary schools; junior or senior high schools would have full time health teachers. Teaching must be done by qualified personnel.

The White House Conference on Children recommends that the education authority of each state promote mandatory legislation for a health and safety education program to be included in the regular instruction in all schools, public and private, from kindergarten through high school. The program which should be geared to appropriate learning and readiness levels of the children should be developed by the Office of the Superintendent of Public Instruction and the Department of Public Health. It should include as a minimum: sex education, drug education, alcohol education, smoking, nutrition, health practices, child care, first aid and safety.

In some settings, it may be appropriate to deliver primary health care, including dental care, within the school building.

Resource Materials

Resource materials should be prepared for both parents and youth in several forms, languages, and approaches to increase their knowledge of child and family development, child care, and health. The potential of mass media for communicating positive health information should be more fully explored.

Drug Abuse

This Forum also recommends that a major investment be made to develop a national, logical response to the use of drugs in our society.

Manpower

Increase in Health Professionals

There is an urgent need to increase the supply and improve the effectiveness of personnel in maternal and child health services. Project grants to universities can facilitate the recruitment and training of pediatricians, obstetricians, dentists, child psychiatrists, nurses, social workers, and psychologists. One means of improving services to minority group families would be to actively recruit students from minority groups and support them with scholarships and traineeships.

Changes in Professional Curricula

Grants should be made to professional schools to improve the teaching of health to primary physicians (family physicians, pediatricians, obstetricians and internists), dentists, and allied health personnel. Reexamination of the traditional training of the health professionals should result in more family- and development-centered approaches which will better equip those providing health care to deal effectively with patients' problems. All human services personnel should receive a sophisticated education in human development and interpersonal relationships including information about the special needs, life styles, and expectations of specific cultural, social, racial, or economic groups.

The training of all health workers should include orientation to prepare them to accept changes in the delivery of health services as a requirement of professionalism.

New Health Personnel

To augment the short supply of traditional professionals, new types of personnel must be recruited and new training methods developed for these individuals. New categories would include health aides and obstetrical, pediatric, and dental assistants. Health aides, trained to provide specialized as well as comprehensive or generic services, should receive adequate salary, have opportunities for vertical advancement, and not be limited to practicing in one state.

Volunteers represent still another important pool of potential health manpower.

National Health Service Corps

Consideration should be given to the organization of a national health service corps for men and women in the health and allied fields on either a career or limited basis.

Team and Role Rearrangement

Manpower resources must be optimized by teamwork. In the future, for example, the pediatrician will not work alone but will lead a group of professionals and health aides interested in children and families. In addition to his traditional goal of achieving a partnership with children and parents, the pediatrician will develop a working alliance with schools and other community resources. Teamwork has been institutionalized in the hospital; it needs to be institutionalized in the community.

The development of subprofessionals will not in itself solve the manpower crisis. Conventional manpower must also be utilized in new and imaginative ways, such as through interdisciplinary work arrangements freeing professionals to deal with patients' problems. This also means that when a patient presents a particular health need, whatever adequately trained health worker is most readily accessible geographically to that patient, should be able to respond appropriately, and without impediment of administrative and legal restrictions now hampering health personnel.

It might be possible, for example, to establish small groups of nurses in natural communities and neighborhoods within cities as well as in rural areas. Small clusters of three to five nurses seem more effective than having each in solo practice. The primary role of these nurses would be in health maintenance and illness prevention rather than disease management, even though they may be equipped to manage a substantial portion of these conditions. In this way nursing clusters can greatly extend the practitioner's time available to a population throughout each 24 hours and over a seven-day period. Through their local availability, people would have an easier entry into the health care system, minimizing the transportation problem, and greatly increasing opportunities for health education.

Under this arrangement, nurses would serve in small satellite clusters attached either by closed circuit television or by direct telephone lines to the pediatrician's office, a general hospital, a medical center, or a combination of any of these. The use of closed circuit television to present either the patient or pertinent patient data could give the nurse instant access to consultation with physicians and other appropriate personnel.

Since poor health in children often derives from inadequate prenatal care, it might be beneficial to develop a substantial cadre of nurse-midwives trained at the graduate level. These nurse-midwives could function in clusters similar to those described above, especially in lower income and poverty populations.

The role of nurses could be expanded as is now being done in several graduate programs in university schools of nursing. The development of the family nurse practitioner could considerably extend the physician's ability to deal with the highly complex problems of the population he serves. Graduate schools need to be supported in developing this type of practitioner, and ways must be found to enable this type of nurse to serve the populations at risk.

Constructive Health Services Based on Developmental Needs of Children

Since this nation cannot meet the health needs of the entire population in the next several years and since priorities must be set, this Forum asks that a high priority for immediately available health services be assigned to children and youth. Children have special vulnerabilities because they are developing and growing rapidly. What happens to their early development determines to a large extent their social, vocational, physical, and emotional competence as adults. Children also represent the best investment for preventive health services, the most economical type of care in terms of effectiveness.

This section discusses preventive health services for the developmental needs of children at different stages of their life process. Establishing a relationship between the provider and the consumer of health services is equally important in achievement of long-term health as it is in long-term illness. Truly constructive health services require a continuity and a growing relationship that permits the consumer to utilize comfortably and fully his opportunities for health.

Preventive health services based on the child's developmental level apply to both normal and handicapped children. Too often there has been reluctance to perceive what is common between handicapped and normal children, and separate services have been developed for categorical illnesses with emphasis chiefly on a specific defect rather than on total child development or family adjustment. Since this often happens even though the multidisciplinary team aspires to comprehensive care, it may be necessary to complement the traditional multidisciplinary categorical disease clinics with settings in which children are seen according to their developmental stage rather than their disease state. Such an approach would promote management attuned to the development of the child, and include attention to the family as well as the child, without reducing the effectiveness of special services for categorical illnesses.

Because of the special hazards to health and the changing opportunities for health enhancement at various stages of human development, this Forum believes that organization of preventive health services can profitably be approached on the basis of developmental stages.

Prenatal

The goals for adequate prenatal services have been stressed above. Fuller use should be made of educational opportunities to help mothers and fathers during the prenatal and perinatal periods, especially new parents. Mothers who are at high risk because of either organic or psychologic reasons should receive special attention; they and their babies represent a specially vulnerable group.

More adequate support services are needed for mothers during the prenatal period, with special attention to maternity benefits. Most advanced countries, except the United States, give special recognition to pregnant women and provide appropriate adjustments in their working life. Such benefits could include a maternity leave of absence, time off to visit their physician for prenatal examinations, and other considerations necessary to protect the health of the mother and developing infant.

Perinatal

National standards should be developed for perinatal care including standards for newborn intensive care units. Hospitals unable to meet such standards should be required to close their obstetrical and neonatal services. They should be provided incentives to remodel this space for other uses.

Regional perinatal centers should be established, equipped and supported by Federal funds, and means should be developed to transport babies with special needs from outlying hospitals to these regional centers.

Because the birth of a premature infant, and the subsequent physical separation of the mother from that infant, may interfere with the development of a close relationship between mother and infant, consideration should be given to changing current policies which restrict the mother's access to the infant.

The lying-in period provides an opportunity to identify problems, for example, whether adequate arrangements have been made for the mother's and infant's return home, to discuss infant care, and to provide information about family planning. The mother who wishes to breast feed her baby should be given assistance and encouragement. Health services for mothers or infants, particularly supportive services, should be augmented during the early weeks after birth with home visits by professional staff or health aides.

Greater attention should be given to education of women in mothercraft. Communities should have well-organized arrangements for answering parents' questions.

Infancy

"Failure to thrive" is a syndrome involving many thousands of infants in this country. In most instances, it is due to a mothering disability, and constitutes one more reason why the serving professions need to bolster and fortify mothers with early intervention and the best possible preventive services. Understimulation or inappropriate stimulation also present developmental threats to thousands of infants, and warrant attention in well child care.

Many children are inadequately immunized or have had no immunization whatsoever. A national effort should be made to immunize every child in this nation.

This Forum supports the establishment of day care centers for infants and preschool children throughout the nation. Such centers have the potential for fostering physical, social, cognitive, and emotional development. They should provide a setting which is physically safe and sanitary, good nutrition, warm caretakers to mother the children, activities which are stimulating and enjoyable, opportunities for play and for the use of the young child's sensory and motor functions, and a chance to be happy. A guide to standards for day care of children under three years of age has been prepared by the American Academy of Pediatrics Committee on Infant and Preschool Child.

Day care centers are not, however, a panacea. They cannot compensate for inadequate mothering or substitute for continuing stimulation within the home. Programs, in which child development aides visit the child's home, work with the mother, and help her provide a more growth-promoting environment for the infant, need further explorations.

In addition to day care centers, the community should have drop-in child care centers where infants or young children can be left safely when mothers have sudden emergencies or medical or other appointments.

Early Childhood

This Forum warmly endorses the Head Start program and recommends that it be extended to all children in this nation on a year-round basis.

The Forum is also greatly concerned about the prevention of accidents to children and urges operational research for the prevention of such accidents.

This Forum believes that hospitalization of children should be prevented whenever possible through the development of additional ambulatory care facilities, day care, and home care programs, parent-care-motel-like units in children's hospitals, and arrangements for mothers to live in with the child patients. Increased preparation of children for hospitalization or surgery needs emphasis. Greater attention should be given to the needs of children as children in hospitals, and the development of hospital child-life workers to fulfill such needs should be further explored.

Day care nursery schools need to be further developed for young handicapped children as well as for non-handicapped children. Frequently, the handicapped child can be included in nursery schools for non-handicapped children.

School

Educational opportunities, inadequate in many areas for children with normal intellectual development, are often tragically underdeveloped for children with specific learning disabilities, mental retardation, emotional disturbance, or other handicapping conditions. Educational opportunities for the nation's gifted children are also underdeveloped. All personnel serving children are important as "models." Teachers, health workers, and all adults can be important figures with whom the children can identify, thus promoting the children's motivation to learn, and creating or reinforcing their expectations of personal success.

School health programs should contribute to the development of life-long patterns of physical activity and fitness. Health instruction, including family life education, sex education, and mental health, should help the child learn more about himself and his family and should instill in the child a sense of responsibility for his own health.

In some cases, the school may have to function as a parent-surrogate for health services for children of school age.

Teachers should have easy access to early consultation with psychologists, social workers, pediatricians, and child psychiatrists for some of the developmental problems confronting them in the classroom.

Adolescence

This Forum recommends that a variety of new opportunities be created for adolescents to work with young children. Young people today are much more aware of, concerned about, and responsive to their fellow men; a greater number of them want to serve others.

A national program to prevent school drop-outs among adolescents should be established. This would include providing adequate clothing for school and using existing knowledge to prevent unwanted pregnancies in unwed adolescent girls.

Health education programs should help prevent the use of cigarettes, alcohol, and drugs. Adequate driver education and promotion of highway safety are other important components of a broad educational approach to the adolescent.

Adulthood

Information relevant to the prevention of disease in adult life should be implemented.

Education of Child Care Workers

This Forum endorses efforts to broaden the knowledge of all child care personnel concerning child growth and development and to increase their sensitivity to children's needs. Not only will these skills improve their services to children but they will also promote early detection of aberrations in normal development and permit early assessment and intervention.

Protective Services *vs.* Child Abuse

This Forum recommends that the National Conference of Commissioners on Uniform State Laws draft a uniform child abuse act. State-wide central registries should be maintained of information reported on child abuse, for example, age and sex of the child, type of abuse, identity of child abuser, relationship to child if any, and other characteristics.

Protective Housing

This Forum recommends that the Congress pass a protective housing act, providing funds for the establishment of children's homes or children's villages in local communities adequate to meet the needs of neglected, abused, and dependent children. The protective home should not be an institution or a traditional foster home, but a family type dwelling built by Federal funds and staffed by professional house parents under the supervision of the State Department of Welfare. Several such homes may comprise a children's village.

Children's homes of this type would provide a warm, homelike atmosphere and family setting lacking in institutions, and the adequate standard of care too often lacking in foster homes. Moreover, such protective homes would provide the security which comes from continuous living in one home as contrasted to the insecurity engendered by living in a succession of foster homes. These homes could accommodate all siblings of a large family where necessary, thereby maintaining the security and sibling solidarity which is destroyed when siblings are distributed among several foster homes. They would also provide facilities for the protection of the hard-to-place child, especially the adolescent girl, who often is a victim of incest or who runs away because of parental sexual molestation.

Placement is essential in the case of abandoned, deserted, starved, battered, or sexually abused children. Placement is also often indicated for children whose homes are so deprived and whose parents so disturbed that the total living environment is unfit and not conducive to physical, mental, and social well-being.

Institutionalized Children

This Forum strongly urges the appointment of a presidential commission to examine the adequacy of services for institutionalized children and to investigate reports of maltreatment and low standards of child care.

Adoption

Public agencies responsible for adoptive placements in many states are greatly underdeveloped. Standards vary widely, and the number of adoptive homes, especially for babies of minority groups and for handicapped infants, is insufficient.

Foster Care

Foster care services are often inadequate. Emotional problems frequently are caused or accentuated because children are placed in inadequate homes and moved frequently, and siblings are often separated. There must be greater efforts to find suitable foster homes, adequate compensation for foster parents, and exploration of other institutional models.

Child Advocacy

This Forum recommends the development of a child advocacy system at national, state, community, and neighborhood levels to delineate the needs of children and families, to promote solutions, to authorize studies, to hold hearings, and to promote the goal of healthy children and healthy families.

This Forum believes that children's needs must be made highly visible; otherwise, as experience has shown, children and youth do not receive appropriate attention or support. Children need a lobby.

This Forum also recognizes that an advocacy system must be coupled with a detailed, realistic program for child health with a variety of options and an indication of priorities. Advocacy without a plan or a real chance to do something about identified needs and problems leads only to frustration.

Research

This Forum supports the need for further research related to child growth and development.

Neighborhood Human Service Centers

This Forum recommends the establishment of neighborhood human service centers or organizations as the most efficient and effective means of gathering and providing human services for children, youth, and families. A reinstitutionalization and reconstruction of systems for delivering such services in settlements throughout the nation is urgently needed.

Such organizations would be pluralistic rather than monolithic, and democratic rather than proprietary. They would represent an administrative and operational blend of governmental, voluntary, and private enterprise; pediatric and family care; and therapeutic, rehabilitative, preventive, and developmental health services. The units would provide a clearly established entry to human services including health services for every American child and family. The centers would function as operational units through which services could be effectively funneled into neighborhoods. Focused on the needs of both individuals and populations, they would attempt, in the health area, to consummate the marriage of public health and clinical pediatrics. Through epidemiologic approaches, implementation of a system of accountability, monitoring the needs of children and youth in the neighborhood, and continuing appraisal of programatic effectiveness, they would remain responsive to the needs of the times. These organizations would be able to create new services as needed, assist worthy activities, strengthen inadequate programs, and discontinue outmoded arrangements.

In recommending such a comprehensive neighborhood human service center, the Forum accepts the following:

The needs of the child cannot be separated from the needs of his family and his neighborhood.

The present delivery systems for family or child services are neither comprehensive nor efficient. Families should be able to receive attention as a unit.

Public services such as health, welfare, and education need to be integrated in many situations. There are too many referrals of persons from agency to agency, too many repetitive interviews, and too much variation in eligibility for services. Duplication of interviews, records, and follow-up services waste time, money, and scarce social resources.

Non-sensitive material such as immunization data could be stored in a data bank.

Neighborhood centers would provide accountability to ensure that those who need specific services receive them.

New kinds of partnerships between voluntary and public agencies warrant further exploration.

Since social, health, and other services are not always locally accessible, new kinds of supportive family services should be decentralized to the block and neighborhood levels. Service units should be convenient to the clients, hopefully within walking distance.

Professional and non-professional child development workers are needed.

A large reservoir of underdeveloped talent which exists among people in our communities could be utilized in augmented human services. Additional work-study programs are needed which lead to appropriate certification and opportunities for upward mobility.

Services must be organized to meet the needs of individuals and families with multiple problems. A group or team approach is often required.

The development of neighborhood services should include consumer participation in determining priorities and in monitoring services. Such participation in all stages of planning and implementation would help earn community trust, promote utilization, and achieve a balance between the recommendations of the professional and the wishes of the consumer.

There would be an active program of reaching out to the consumer, patient pursuit, and follow-through. Special attention would also be given to families who because of their disorganized condition do not, or cannot, utilize services.

Individual service units would be tailored and responsive to the needs of particular communities. By providing increased understanding, a friendly reception, assistance in transportation, and baby-sitting service, the units would help decrease barriers to the utilization of health and social services.

The neighborhood human service center could be directed by a new kind of quasi-public agency charged with integrating and coordinating human services, capitalizing on existing public and voluntary facilities and on personnel and administative structures available in specific neighborhoods and developing new resources where needed.

The entire neighborhood service unit could be physically located in one site such as a human service park or department store. An alternative arrangement would be to locate its central core adjacent to a school, community center, or housing project and have direct contractual ties with a network of other services and facilities in that neighborhood or elsewhere in the city. As required, teams or groups of service providers could be assembled from existing community organizations or recruited for the core unit, depending upon the location and the nature of services presently available.

The neighborhood human services center would include an administrator, a planning and evaluation section, an information center, and a group of paraprofessionals who would have a kinsman-like relationship to the individuals and families in the neighborhood. These kinsman-like individuals would be specially trained to serve as representatives and advocates for the families and individuals in the neighborhood. They would reside in the neighborhood they serve, have a commitment to that community, and be acceptable to those who live there. They would be knowledgeable about the coordination of available services. Block workers (messengers for human services) appointed to help people living in individual blocks, would support families in their block, know who moved in and who moved out, find children and adults who need health services, assist the school in health education, urge families to adequately utilize health services, and foster pride in their block. They would also accept the responsibility for follow-through to ensure that the needed services were indeed delivered satisfactorily.

Various metropolitan voluntary agencies, such as the Family Service Agency, would establish branch offices in the neighborhood human service centers. With professional social work services thus available in the neighborhood, the great demand on school social workers might be lessened or their efforts made more effective. In addition to such full-time persons, there would be circuit-riding specialists from central agencies, as legal aid personnel, moving from center to center to hold office hours in neighborhood service units once a week. Metropolitan public agencies would also assign full-time personnel to the neighborhood human service centers while keeping professional and administrative ties to their central department. Examples would include public health nurses, welfare workers, employment counselors, probationary officers, and housing counselors.

The neighborhood human service center would thus develop in its neighborhood, with the help of appropriate public and voluntary agencies, those programs essential for adequate family and child services including early childhood centers; reading centers; middle schools; vocational and adult education programs; parent education, including nutrition; parent counseling; special education; primary health care, including mental health services; resources for handicapped children; social services; legal aid; employment assistance; economic counseling; day care centers; food programs; protective housing; and housing and recreational facilities. Adolescent activity clubs, a 24-hour information source, and a homemaker pool would also be included.

These neighborhood service centers would be allied with a central department of family and human services, a quasi-public corporation, or some other administrative arrangement as determined by the specific community. This central unit would have a director, an information center, a section for planning and evaluation, and professionals responsible for supervision of the kinsman-like aides who work in the neighborhood human service center. This section of supervisory professionals would include family workers, child development specialists and persons knowledgeable about adolescents working under the direction of a community health specialist, a professional with generic training in pediatrics and a background similar to that of a maternal and child health officer.

The neighborhood human service center, family-, developmentally-, and health- rather than disease-oriented, would serve as the setting for health screening, early detection, and preventive care as well as for treatment of minor illness or injury. It would be open weekends and evenings as needed. Family planning services and prenatal care would also be offered. Treatment, remediation, prevention, and health enhancement would be accomplished as appropriate during each contact. Arrangements would exist for needed care of patients and/or consumers in other regional community services such as hospitals.

In attempting to provide a new kind of quasi-familial institution and in offering a kinsman-like relationship, the human service center could provide a new approach to the socially isolated and the alienated and hopefully could partially replace the extended family and neighborhood supports of the past. It might also contribute to the revitalization and reconstruction of neighborhoods. Families indeed need a readily accessible and reliable place to turn in a time of crisis or acute need, but they require equally the comfort of knowing that there is someone or some group they can trust, a program with a staff committed to the value of human beings and the facilities to help them deal with life's daily problems.

The neighborhood human service center represents a positive and preventive approach to child health in contrast to the ameliorative, remedial, or therapeutic approach so characteristic of most of our health and welfare services today. Such centers could help develop a true health alliance between the consumer and the provider by helping to eliminate fear and establish genuine communication. They would help teach the consumer how to protect his own well-being and that of his children.

These centers would not be restricted to poverty areas, although they are most needed there. They eventually could be developed in all neighborhoods to make readily available those adjunct resources required by today's pediatrician who wishes to deliver comprehensive, family-centered, developmentally-oriented child care. Such centers could be also adapted to rural environments in the form of regional or consolidated human service centers much as isolated, small, rural schools have been consolidated.

Forum No. 10 Members

Morris Green (Chairman)

Jorge Deju (Vice Chairman)

Katherine Beal

Gloria Bigham

Louis Calisti

Luther Christman

Emile J. Farge

Robert G. Frazier

Frederick C. Green

Wilma Gurney

Howard N. Jacobson

Joe Mendoza

Judith Oliver

Sally Provence

Juanita Kidd Stout

Ernest L. Wynder

Making Children Healthy

Making Children Healthy:

Delivery of
Health Care Services

Report of Forum 11

White House Conference
on Children 1970

Preamble

Prior White House Conferences on Children, attempting to fulfill charges similar to the one we have accepted, devoted themselves primarily to information gathering. As a result, we now know a great deal more about health maintenance, prevention of illness and disability, and treatment of disease in childhood than we did when the first White House Conference was called. We know more about the normal developmental phases of childhood and youth, physically, intellectually, and emotionally. We are infinitely more aware of the relationship between a child's health and his total environment—family income, parental education, quality of nutrition, housing, and stability of family relationships.

During this Conference, however, we have become aware of the significant gap between what we know and what we have done. We have reviewed the appalling deficits of our current health system with all its implications for the future well-being and even survival of many of the nation's children.

The extraordinary evidence of need has brought us to the conclusion that a Federally financed comprehensive child health care program must be established promptly and implemented aggressively as a first step in the development of a national health program for the entire population.

The Need

Fifty-five million children in this country are under fourteen years of age and four million new births are predicted for each year of the 1970's. In this decade, then, we can expect 100 million children, at different stages of their development, will need health services.

These children are the nation's most treasured resources. We cannot afford to let them enter a health care system as woefully inadequate as the present one. Safeguarding the health of all the nation's children is not only humane, prudent, and compassionate; it is mandatory for the nation's best interests.

Our total health services system has been under critical scrutiny in recent years. Study after study has reiterated that services are too often fragmented, discontinuous, far from ideal in terms of availability and accessibility, hobbled by health manpower problems, and frequently delivered with little concern for the consumers' preferences, his understanding, his convenience, or even his personal dignity. This cumulative recitation of deficits has provoked widespread response—from the consumer, from health professionals, and from government leadership. Some improvements have been made and other more far-reaching changes are on the way.

The shortcomings of our current health care system have grave implications for the entire population. For children, whose future well-being and even survival are at stake, the implications are catastrophic.

Infant Mortality

This country's infant mortality rate (21.8 per 1,000 live births in 1968) is *higher* than that of twelve other developed nations in the world. Variations within the country are even more significant, ranging from 16.9 in North Dakota to 35.5 in Mississippi. That rate is almost twice as high for non-whites (many of whom live in environmental deprivation) as for whites. Within a single large city, infant mortality varies from 27 per 1,000 among the lowest socioeconomic groups to 16 per 1,000 among the higher groups. Factors contributing to infant mortality include: pregnancies among girls under seventeen, short interval conceptions, absence of prenatal care, prematurity, lack of adequate diet during pregnancy and throughout life up until pregnancy, smoking during pregnancy, excessive restriction of weight gain during pregnancy, especially among underweight women and pregnant adolescents. These factors are all, to some degree, preventable.

Immunization

We are far short of our goal of immunizing children against diseases for which protection has been developed. Almost half the under-nineteen population has not been adequately immunized against diphtheria-pertussis-tetanus. Fewer than 75 percent of persons in the same age group have been immunized against rubeola. The percentage of children ages one through four who are fully immunized against poliomyelitis has fallen from a high of 87.6 percent in 1964 to 67.7 percent in 1969.

Dental Care

Half the children in the country under age fifteen and 90 percent of those under age five have never been to a dentist, although virtually all children need dental care.

Mental Health

Evidence shows that less than half the children needing mental health services are receiving them.

Malnutrition

Malnutrition threatens many children from the moment of conception, and if that malnutrition persists during the first five years of life, the child is doomed to foreshortened physical and mental development, increased susceptibility to infection, and impaired response to his environment.

Pre- and Perinatal Care

Approximately one million children are born each year to mothers who lack medical care during pregnancy and receive inadequate obstetrical services during delivery; these children are particularly vulnerable to problems in the perinatal period.

Handicapping Conditions

An estimated ten to twenty percent of all children in this country suffer from chronic handicapping conditions. There is reason to believe that at least one-third of these conditions could be prevented or corrected by appropriate care in the preschool years, and continuing comprehensive care up to age eighteen would prevent or correct as many as sixty percent of these conditions.

Many of these appalling deficits have long existed, and have been cited again and again. We do not believe that this reiteration need necessarily generate despair; we have made significant progress in several areas. But our population growth and our rising level of expectations with respect to health care have outrun our accomplishments. *Now* is the time for action.

Health Care Programs Currently Available to Children and Youth

Many excellent health care programs are now available, offering *some* services to *some* children. Federal programs which have enormous potential for children include State Maternal and Child Health and Crippled Children's Services, Medicaid, the Maternity and Infant Care and Children and Youth projects, Neighborhood Health Center programs and health services developed in support of Head Start programs.

These public programs are divided among a number of governmental jurisdictions, and compete for both funds and manpower. To a significant degree, they suffer from dismemberment of agencies within the Department of Health, Education, and Welfare which are concerned with child health services. The Children's Bureau, a significant accomplishment of the first White

House Conference, has been divested of its power and no longer speaks authoritatively and effectively on behalf of child health. Furthermore, child health programs are divided in such a manner in the Federal establishment that little liaison occurs between research activities and service programs, and no coordinated working relationship exists among the service components.

Despite the disadvantages under which the Federal child health establishment currently operates, several existing programs have yielded constructive experiences in the delivery of services which could be applied to a wider base. In addition, some state and local voluntary health agencies serve children and their families, although admittedly in ways that far from match the needs.

But none of the existing programs delivers all of what is needed to all children who need it. Some of the gaps are immediately apparent. For example, there is now no systematic way of keeping track of the health needs of a child from the time he leaves the hospital a few days after birth until he enters the school system. Many children arrive at school without having ever received medical and dental supervision, and often with unrecognized, correctable defects. These are casualties of our hit-and-miss system. A second group of candidates for sustained neglect are children of the "near poor"—families who do not qualify for many of the publicly funded programs and yet whose own financial resources can buy care only for crisis situations. And even families whose budgets can accommodate continuing health care for their children are plagued by fragmentation of that care, unpredictable availability of health manpower, and the prospect of insupportable catastrophic illness.

Our need, then, is to provide *all* health services to *all* children, and to make sure that *each child uses* what is available and needed.

Criteria for a National Child Health Program

Nothing less than a rationally planned and soundly supported national child health program will correct the inequities and inadequacies of our present health care system—a system which is costly but cumbersome, well-intentioned but deplorably piecemeal, a system which muddles along rather than moving forthrightly ahead. The following guidelines, proposed for such a program, reflect the minimal acceptable standards.

Reinforce Individual Worth and Dignity

A national child health program should, above all, deliver care and service in a manner which recognizes and reinforces individual worth and dignity. Children should be perceived as human beings, not as objects, and the providers of care should be sensitive to their individual differences as well as to their common needs. Children and their parents, no matter where they live nor what their racial or ethnic origin, nor how disadvantaged their economic status, should be dealt with compassionately and respectfully.

High Standards of Quality

A national child health program should adhere to high standards of quality. We accept, as minimum requirements, standards already developed by the American Academy of Pediatrics. These encompass such factors as training, peer review, recognition of the need for dental care, supervision of allied health personnel, adequacy of facilities, and optimum utilization of current knowledge.

Some aspects of health care can best be evaluated only by professionals, trained to assess the technical dimensions of the problem and make judgments about how appropriately it has been handled. There is, in addition, a valid role for the consumer of health services in judging the quality of care. Though the consumer may not have the capacity to evaluate the specifics of treatment, he can react to the total health delivery system, its convenience and accessibility, and how responsive it is to his expressed needs. In the past decade, a marked upsurge of consumer participation in health care systems has occurred. Consumers have become increasingly sophisticated about the organization of health care, and increasingly insistent that they have more than token participation.

During the past decade there has been a dramatic and warranted thrust behind programs for children living in poverty. As experimental programs have been developed, however, they have tended to focus only on selected population groups. The national program we envision will neither bypass the self-supporting family nor focus exclusively on the poor. Its goal is to provide services of equally high quality for all.

Comprehensive Range of Services

A national child health program should provide a comprehensive range of services. Comprehensive health care involves many professional disciplines and a variety of facilities and services. It calls for the joint efforts by the providers of primary care, specialists, subspecialists; the support of allied health personnel; the physical and financial availability of diagnostic facilities and of treatment resources.

Preventive services and early case-finding are the inevitable focus for child health services, since children are dramatically responsive to preventive care. Preventive components of the program should include: health education for both children and parents; periodic screening for specific developmental and nutritional problems; immunization against infectious disease; topical application of preventive dental procedures; and parent training and guidance to help them rear children.

Interventive services involve treating the ill and the injured, including both acute and chronic conditions, with particular attention to conditions which might result in death or in long-term physical and emotional impairment. Provision for interventive services should encompass outpatient treatment, a range of inpatient facilities (including further exploration of extended care facilities), and home-care with adequate professional and paraprofessional back-up. Dental care should be provided to children as a component of both outpatient and inpatient programs.

Preventive and interventive services must be augmented by rehabilitative services. Rehabilitation programs should be placed at the disposal of disabled children who require specialized treatment settings so that they can be restored to normal function, or, to at least minimize their disabilities. Comprehensive services should include outreach to seek out those children whose parents are unaware of, or indifferent to, existing services and to ensure that these young patients "connect" with the service.

One final factor should be mentioned within the context of comprehensive health care. We are well aware that it takes more than health services to safeguard the well-being of children. It requires an improvement in the child's total environment—his education, housing, family income, safety from abuse and assault, and accessibility to uncontaminated food and unpolluted air. This concern extends beyond this Forum and becomes a common responsibility of the entire White House Conference.

Full Patient Continuum

A national child health program should be concerned with the full patient continuum. Ideally, health services for children should be family-centered, since even the best-served child is unlikely to remain healthy in a home where health problems of other family members are undetected or neglected. The family unit is the logical medium through which to gain access to children; ultimately we hope to provide periodic evaluation of total family health and develop a system that will assure the necessary follow-up care.

At a minimum, a program of health services for children should start with the health of the mother. There often is a virtually unending cycle in which disadvantaged and poorly nourished mothers give birth to premature infants who, ill-favored from birth, grow up in poverty and start new families with equally unpromising outlooks. Pregnant women considered to be at high risk must be identified and the risks reduced as drastically as possible through education, counseling, and specific treatment. Perinatal care should include development of centers capable of handling obstetrical emergencies and intensive care units for newborns who require such care.

A segment of the patient continuum most likely to be neglected is the preschool group. The new centers for delivering health services, which hopefully will emerge during the next decade, should have energetic outreach programs to ensure that preschool children receive periodic assessment of their general health status including prompt attention to factors which threaten to impair their physical, intellectual, or emotional growth, as well as immunization and prophylactic dental care. The delivery of preventive services to this age group has the top priority in our proposed national child health program.

The school-age child could advantageously receive more services than he now does from the school health system, provided the schools are not expected (nor permitted) to go it alone, but are part of a network of human service agencies. Schools could extend and greatly increase the effectiveness of their present early case-finding activities, but there must be resources to which children can be referred for treatment of health problems which are found.

As the school-age child enters adolescence, he needs help in preparing for his own adulthood, in assuming some measure of responsibility for his own health and welfare, and in getting ready, emotionally and physically, for his ultimate role as a parent and a contributing member of society. How to become and function as parents is one of the most important health education problems we face today. Family planning services are most rationally considered as an integral component of Maternal and Child Health services. They deserve special consideration during adolescence, early adulthood, and at the time of post partum care.

Accessibility and Acceptability of Services

A national child health program should assure the accessibility and acceptability of its services. To meet family needs realistically, child health services should be available within easy geographic access to all families.

Although not widely established, Neighborhood Health Centers meet the criterion of accessibility. Existing neighborhood institutions where consumers regularly gather (schools, day care centers, churches, community centers) could also be used as sources for the delivery of certain preventive health services. They could certainly function usefully to direct their constituents to the most accessible sources of primary care—*if such sources are provided by an organized delivery system.*

Only when comprehensive outpatient facilities are effectively dispersed throughout neighborhoods will the consumer stop perceiving hospitals as the only source of treatment. Such accessibility will go a long way toward discouraging the current indiscriminate and inappropriate use of the hospital emergency room.

The problems of accessibility are infinitely more difficult in the rural areas, where virtually no base exists upon which to build. Distance from resources is only one aspect of the problem; the resources themselves are very scanty and in many areas there are no provisions even for emergency care, let alone sustained services for health maintenance. Communication facilities may also be inadequate.

As an interim solution to the critical needs in rural areas, staffing primary centers with paraprofessional people recruited from, and trained within, the existing health career system should be considered. Their services should be supplemented by periodic, regularly scheduled visits to the primary facility by more highly trained professionals or by referral to centers for secondary and tertiary care, which must be available for back-up.

Restructuring Total Health Manpower Resources

A national child health program will require a restructuring of the total health manpower resources. Modern health care can best be delivered through the multidisciplinary team approach. Individual area needs should dictate team composition, with each team so constituted that each child will have access to all health care services needed.

The number of persons responsible for delivering primary health care to children has been steadily decreasing. Fewer new physicians are going into general practice, and despite growing numbers of pediatricians, fewer are giving primary care. The problem is compounded by a growing child population.

We cannot solve the problem by asking doctors to see more patients or to work harder or faster. We must find other ways to increase the size and productivity of the total health manpower pool.

Physicians generally, and pediatricians specifically, tend not to be efficiently utilized. By the time a pediatrician has completed his specialty training, he has developed a level of expertise appropriate for a consultant and is over-trained for most of the requirements of daily office practice. The role of the pediatrician is currently being critically evaluated by both the profession and the consumer, and it is anticipated that his function within the health care team will be sharply redefined in the years ahead.

One direction in which change is taking place is the increased use of allied health personnel by physicians, although the impact of this has yet to be felt. Many of the health care tasks now performed by pediatricians can be, and sometimes are, carried out competently and reliably by pediatric nurses and other health personnel. A more widespread acceptance of health manpower responsibility to include assessment, preventive services, anticipatory guidance, instruction of parents, and patient follow-up should be explored. Since nurses, too, are in short supply, many of their traditional tasks could, in turn, be assigned to nursing assistants.

In addition to recruiting and training of allied health personnel, we should not lose sight of the potential uses of the indigenous aides who first emerged from innovative anti-poverty programs. They are particularly useful as credible liaisons between the patient and the professional in disadvantaged neighborhoods; support should be given for their increased use in meaningful positions with appropriate pay, and for providing opportunities for their advancement.

As the use of allied health personnel increases, we should make sure that they do not all gravitate toward health care centers in poverty neighborhoods, working, in some instances, under the part-time supervision of physicians, while all the physicians trained to the specialty level continue to concentrate in affluent neighborhoods. Equally trained manpower at all professional levels should be available to all categories of patients.

Restructuring the health manpower pool will include correcting its present maldistribution. Perhaps recently trained health professionals could be assigned to tours of duty in areas in short supply (urban ghettos and rural areas), similar to military duty. Since many of these health professionals obtain their training at institutions either directly tax supported or subsidized by tax-deductible contributions, preempting a few years of their professional service in the public interest seems entirely equitable. Another suggestion is that professional scholarships be granted with the stipulation that the recipient be available for assignment where needed after his training is completed. Other incentives have been proposed to divert trained personnel into undersupplied locales including financial incentives, faculty appointments in nearby teaching centers, and special opportunities for continuing professional education.

Such manpower redeployment should not, however, be undertaken as a stop-gap or piecemeal measure. It makes little sense, for example, to send a newly trained physician into a rural area if he must refer his patients to remote and poorly equipped hospitals and if he has no professional back-up for specialty consultation. Reallocation of health manpower can have meaning only if it is carried out within the framework of an organized and adequately financed delivery system.

Constructive revision of our health manpower system cannot be accomplished without exploration of changes in professional education, including increased interdisciplinary education, and the need for training in management skills for health professionals. We also urge immediate Federal and state reevaluation of licensure to facilitate the development and better utilization of a wide array of health workers. Finally, the accomplishment of these goals will call for demonstration by the health professions of their own sense of social responsibility in correcting existing inequities.

Community Planning

A national child health program must be stabilized by community planning. We can no longer afford the luxury of autonomy for providers of health services. The risks of duplication and overlap, of both under- and over-utilization are too grave. Planning, allocating, and monitoring all health facilities must be carried out on an orderly community, area, or regional basis.

Regionalization should aim to ensure a rational distribution of health care resources at various levels. Primary care would be available at the physician's office or at an outpatient facility, within reasonable travel time for the patient. Secondary care would provide specialized services to which the patient could be referred for the diagnosis and treatment of more complex problems; such care could be based in community hospitals. Tertiary care, involving the more sophisticated subspecialties for the less common disorders would be located in a medical or a university teaching center. Such centers would concentrate the highly specialized facilities whose random duplication is extremely wasteful, including for example, intensive care units for high-risk newborns and special units for open-heart surgery and organ transplants. Everything possible should be done to encourage development of community health councils, which would consider availability and adequacy of local, state, and national resources in planning the necessary health service.

Community planning provides yet another area where the consumer can be heard and where his immediate familiarity with the community can enrich the planning efforts. Although lay representation is frequently found on community planning bodies, such representation has traditionally been restricted to higher socioeconomic groups. True consumer representation should speak for all socioeconomic levels, with special commitment to the well-being of children.

Reorganization of Health Care Delivery

A national child program requires a reorganization of the delivery of health services. New delivery systems are necessary to achieve a child health program of the scope and quality we advocate. In developing systems which depart sharply from current patterns, we do not want to capriciously dismantle all we now have, nor to liquidate the many commendable programs now being carried out for children. Rather, we should build on existing strengths.

Changes in financing health care without changes in the delivery goal will not accomplish our objectives. The experience of recent years has demonstrated that additional money pumped into the present system merely drives up costs without augmenting resources.

To have the potential for correcting the inequities and inadequacies of the present delivery system, new systems should embody the following:

Establishment of a national health registry as a mechanism for monitoring health status. We suggest that each child be given a social security number at birth or at time of entry into the program.

Better utilization of health manpower. This might call for more widespread use of health care teams, such as those utilized in children and youth projects, neighborhood health centers, and in some community mental health programs; or through group practice, carried on in a variety of patterns. In any event, it will call for substantially more utilization of allied health personnel than has been customary.

Incentives for efficiency of operation. The systems should encourage prudent and discriminating utilization of its services.

This implies greatly expanded use of outpatient facilities and reduction of unwarranted hospitalizations, which are not only costly to the system but disrupting and traumatic to the patient. Even more significant in its implication for children, sound utilization practices will highlight preventive measures.

Payment to the provider of services on a prepayment rather than a fee-for-service basis, to enable the provider to budget rationally and to discourage further inflation of health care costs.

Availability of the same health care services, facilities, and personnel to the indigent and the non-indigent.

Funding of Supportive Services

A national child health program, to be fully effective, requires specific, Federally funded supportive services. Health care delivery should be backed up by health education for parents and children, carried out by personnel trained to perform this highly specialized function. Health education programs should be offered in the schools, from kindergarten through grade twelve, and should also be carried out in all settings where health care is delivered. The content of such programs should include nutrition, family life education, drug abuse, alcoholism, mental health, dental health, and environmental improvement. Every effort should be made to relate health education to the health priority needs of the community.

Funds should be provided for such services as transportation and baby sitting, in both rural and urban areas, to make sure that available services are realistically accessible. Provision should also be made for necessary liability insurance coverage.

A lifetime health record for each child should be established and maintained to provide a continuous and cumulative statement of each child's health status and health care throughout his life. This information will be made available only to providers of health services and to other persons or agencies authorized by the family. Such a system of continuous clinical records must involve all health care facilities in each community and must function within the framework of community-wide agreement on the recording, storage, retrieval, and transmittal of information.

Finally, a readily accessible health information and referral service should be developed at the state and national levels.

Continuing Evaluation

A national child health program should be subjected to continuous, formal evaluation. The intent of such evaluation is to ensure successful program achievement. For effective evaluation, measurable goals must be a component of the initial program development.

What Should be Done: The Recommendations

The members of this Forum believe that the country is moving toward a more formalized national health policy. It seems feasible that such a policy be instituted in increments rather than as an all-encompassing program. *We therefore urge that the nation's children be given first priority.* Our specific recommendations are based on the premise that new health care delivery systems for children should be incorporated into the mainstream of national policy and practices.

National Child Health Care Program

We recommend that a Federally financed national child health care program be developed and established promptly and implemented aggressively. The health of children is inseparable from the health of their families and indeed from the health of the entire nation; accordingly, a national child health care program should be compatible with an emerging health policy.

The program will require a stable, permanent Federal financing mechanism, possible through a combination of payroll taxes and general tax funds. This mechanism might be provided through the extension of Medicare to the target age group. In addition to the present practice of reimbursing providers on a fee-for-service basis, it should reimburse in a way which would create incentives for efficient and cost-controlled operations. We believe that a sounder model is the Federal Employees Health Benefits Program. This program, which has been effectively providing health care coverage to nearly eight million persons for the past decade, specifies minimum benefits, maintains surveillance of the system, and allows a choice among a limited number of prepaid programs including national Blue Cross/Blue Shield, national indemnity plan, prepaid group practice, and individual practice. Thus, the program promotes a system of controlled competition in which the consumer can choose from several different resources and can change from one to another at specific intervals. In extending such an approach, financial provision would be required (perhaps from general tax funds) to pay for benefits to children whose parents are not employed.

Health Care Delivery Systems

We recommend that sources of primary care be augmented through the creation of organized health care delivery systems. New delivery systems, devoted to illness prevention and health promotion, could be organized under a variety of auspices: medical and dental schools, hospitals, private nonprofit organizations, private profit-oriented organizations, governmental units, medical and dental societies, or consumer groups.

Establishment of new delivery systems will call for substantial financial assistance. We suggest that all Federal programs providing health services to children allocate a specific percentage of their budgets as "front-end" money to help pay for the initial costs of these resources.

The network of new delivery systems should build on effective health care arrangements which already exist. Thus, a government-sponsored neighborhood health center could contract to provide services to groups of non-indigent persons, and prepaid group practice programs now in operation could contract similarly with the indigent. The continuing contribution of private practitioners to both public and private health care programs will be essential.

The commitment of such a program would be to children of all ages and to their mothers. At the outset of the program, first priority would be to children from the time of conception to age five.

There would be no adverse selection with respect to enrollment in any given delivery system. Total delivery systems, as well as specific services, would be subject to periodic evaluation.

Coordinated Mechanism for Health Care Delivery

We recommend that all levels of government commit themselves to the development of a rational mechanism for the delivery of all child health services through coordinated arrangements developed and maintained by regional planning groups. The present haphazard, competitive, generally corporate-oriented process by which health services are planned should be replaced by one which emphasizes coordination and cooperation, with the health needs of children as the focus.

The characteristics and benefits of such a process include, but are not limited to:

Elimination of expensive duplication of facilities and personnel

Development of central information storage and retrieval services

Effective means of obtaining any needed health services of any degree of sophistication, with emphasis on provision of primary care within ready access of all children

Mechanisms for the preservation of community input and individual community priorities and styles

Ongoing evaluation of the programs and regulation of them in terms of community needs.

These goals can best be attained by comprehensive regional planning groups, charged with the responsibility and given the political and economic authority to assure their successful implementation. These groups should include providers of child health services and also others with an identified interest in the health of children.

Continuation of Present Health Programs for Children

We recommend that certain existing health programs for children be continued and expanded and that these programs be effectively related to the organized delivery systems. Recognizing that the development of full-scale delivery systems of comprehensive health services will require an extended period of time, we are concerned that no children be deprived of existing services during the interim period. This is particularly urgent since recipients of these services are often disadvantaged children whose parents are unable to procure health care from other sources.

State Maternal and Child Health programs and Crippled Children's Services should be modernized and given continuing Federal support sufficient to enable them to function at full capacity. This support is needed so that these programs can provide needed technical assistance to community agencies, institutions, and practitioners caring for children.

Two existing health programs for children (Maternity and Infant Care, and Children and Youth projects) are now delivering comprehensive health services to disadvantaged children in a limited number of localities. Like many other Federally supported programs, they are conspicuously absent in rural areas. We urge that they be extended to these under-supplied communities, and, where both these programs are being carried out, we recommend that they be consolidated. Ultimately they should be converted to full-scale health delivery systems, providing services to families as well as individuals.

Consolidation of the Program under HEW

We recommend that all Federally supported child health services be brought together in a single, strong unit within the Department of Health, Education, and Welfare, and that such a unit be the responsibility of a newly created Deputy Assistant Secretary whose prime concern shall be child health. We are concerned with correcting the existing disarray of child health programs within the Department of Health, Education, and Welfare; with restoring to those programs the coordination they now lack; and with providing top-level leadership which a national child health program deserves and needs.

Presidential Council of Advisors on Children

We recommend establishment of a Presidential Council of Advisors on Children. Ongoing advocacy at the policy level is needed for the social, physical, and emotional well-being of children. Such advocacy could be provided by a highly qualified and effective advisory council (comparable to the National Council of Economic Advisors) which could develop priorities and policies pertaining to children.

This recommendation reaffirms a position already taken by the American Academy of Pediatrics, the Joint Commission on Mental Health of Children, and the American Public Health Association.

The needed advocacy extends beyond considerations of health alone and involves the entire range of issues being explored by this White House Conference. Accordingly, we request that all other Conference Forums join us in sponsoring this recommendation.

Forum No. 11 Members

Donald C. Smith (Chairman)

James Vohs (Vice Chairman)

Carol Brancich

Richard C. Ferre

Sister Ann Fox

Roy L. Lindahl

Joyce McKay

George H. Nolan

Nora Piore

Julius B. Richmond

Louis Rolnick

David J. Sanchez

Fred Seligmen

Victor Stoeffler

Muriel Vesey

Walter L. Walker

Enid Errante

Molly Lewin

Handicapped

Children
Who Are Handicapped

Report of Forum 12

White House Conference
on Children 1970

Introduction

The handicapped child has been a national concern throughout the twentieth century, even prior to the first White House Conference on Children 61 years ago. Thirty years ago the fourth White House Conference gave attention to handicapped children:

> *in the hope that the day may come when in this democracy no child will incur any disability that human ingenuity can prevent, or continue to suffer from one that intelligent care can remove or cancel.*

The child who is affected by handicapping conditions, whether they be physical, intellectual, emotional, cultural, or environmental, must be given the opportunity to achieve his maximum potential, no matter how meager or great that might be.

Because any child unable to develop his full potential can be characterized as handicapped, we propose that handicapped children be considered first as children rather than as handicapped. Clearly then, to meet the needs of the handicapped, we must also attack the problems confronting the total child care system.

Current Trends and Problems

Advances in Knowledge

Encouraging gains have been made in our knowledge about, and ability to prevent or treat, all types of handicapping conditions —physical, mental, social, and developmental disabilities.

Newer medicines can now control most epileptic seizures. Recent research has made it possible to prevent erythroblastosis, a disorder arising from Rh factor incompatibility which formerly killed 5,000 infants a year, and left many survivors with developmental disabilities. Advances in prenatal and obstetrical care can, if used, prevent mental retardation caused by malnutrition during pregnancy, by birth injuries, and by infections in the mother. Vaccinating today's children against German measles (rubella) will prevent thousands of serious birth defects in the future. And, if conditions such as phenylketonuria and other inborn metabolism errors are recognized early, special diets can prevent or reduce resulting retardation.

Dramatic advances have also been made in rehabilitation. The child without a leg, an arm, hearing, or sight, or with other disabilities can now be helped to a normal or near normal life using present knowledge and techniques to train his body and mind. Current experiments in organ transplants are opening a whole new field of future rehabilitation techniques.

Research has also made considerable strides in the area of genetic handicaps. A child's chances of inheriting a handicapping condition or a predisposition to it can now frequently be determined; in some instances, defects can actually be diagnosed in a fetus, and some may be correctable in the future.

In addition, research indicates that many forms of mental retardation are not biological problems, but arise from adverse environmental and cultural situations. For instance, many children unable to compete in school or in society lacked the early childhood developmental experiences necessary to prevent functional retardation. This prevalent type of mental retardation, which affects about eighty percent of all retarded, can be prevented by reaching the child early enough with the growth and learning experiences essential to mental development.

Environmental and cultural factors can also produce physical and social disabilities. The destructive outlook manifested by many juvenile delinquents, for example, can be caused by environmental disadvantages and faulty parental behavior at any socioeconomic level. Inadequate nutrition, poor education, or overcrowded housing can hinder a child's physical and mental development, preventing achievement of his full potential. Racism, too, creates an atmosphere antagonistic to sound mental and emotional growth. And environmental pollution can poison the body and brain and even inflict genetic damage. The discovery and understanding of how these factors affect growth and development can be viewed as a first step toward preventing environmentally produced handicaps.

Methods for treating mental illness in children, whatever the cause, have also continued to improve. These methods can also prevent or lessen emotional difficulties in the physically disabled or mentally retarded child. Without help, these emotional problems may produce chronic handicapping. As part of treatment of emotional problems, members of many disciplines, including trained nonprofessionals, social workers, and family counselors, can frequently help restore a child to health by improving a family situation unfavorable to his emotional development.

Current Problems in the Child Health Care System

Despite great advances, we remain ignorant of the specific causes of most of the handicapping conditions of children and we are still unable to treat many of these conditions effectively. Continued and enlarged research programs are essential, although knowledge and services are of little value if people are unaware of them. Thus, training schools, colleges, hospitals, and professional organizations must strive to make medical students, practicing physicians, and other persons who render services to children better aware of current capabilities to detect, treat, and prevent handicapping conditions. Community health, educational, and social service agencies should work to bring similar information to all families; voluntary organizations can be particularly effective in this area.

More important, we have yet to develop a viable system for efficiently delivering adequate health and social services to American children, both normal and handicapped. Current health services for children are sadly inadequate: in availability, in accessibility, and in quality of care. Services are extremely fragmented, partly because increasing numbers of specialists are involved in giving care. Since each specialist must be paid individually, our present health system can also be prohibitively expensive. Frequently, the child must face a succession of practitioners and clinics even before an accurate diagnosis is made and effective treatment begun.

The handicapped child is at a particular disadvantage in this system because he needs so many types of services. Existing care programs for handicapping conditions are often categorical, offering a single type of service. But since most handicapped and multi-handicapped children need many kinds of skilled help, an integrated, coordinated, and multi-disciplinary approach is required to fully meet the individual needs of each child. Although communities, states, and the Federal government have many health, educational, and social service programs for children, they operate independently. The result is conflict and overlap—in short, a fragmentation of effort.

Adequate health services for children—essential to effectively combat handicapping conditions—must be able to mesh to effectively coordinate with all other aspects of a child's needs. Physical and mental health, educational, social, and environmental problems cannot be segregated from each other.

Need for Integration of Normal and Handicapped Children

The well-being of children with disabilities is enhanced through association with the children without disabilities. Whenever appropriate, handicapped children should live with, play with, and go to school with "normal" children. Much of the rejection and intolerance of the handicapped occurs simply because people have not personally known or associated with a handicapped individual. Such association may benefit children without disabilities as well, deepening their understanding of life and generating healthier attitudes.

Some handicapping conditions require either intensive or long-term treatment, or both; many handicapped children require specialized teachers and facilities to reach their potential. Although hospitals or other institutions were once regarded as essential for such treatment, recent experience has proved that other care facilities, such as community rehabilitation and mental health and mental retardation centers, can provide effective treatment, even for serious conditions. Handicapped children can usually remain within the community. Schools can provide classes for the handicapped, so that the child will be able to receive specialized academic help while benefiting from relationships with normal children. Although appropriate patterns of integration of handicapped children in regular classrooms are often difficult to achieve, the principles involved should be included in the training programs for all teachers and other school personnel. Such personnel should also be educated to view the handicapped child as an individual with his own strengths, weaknesses, and potentialities. Since children usually take their cues from adults, both handicapped and normal children would probably learn similar attitudes, with profoundly positive results for both groups.

Manpower Problems

Before we can achieve our goals for care of handicapped children, we must confront some manpower problems. Manpower needs include:

Increased manpower. A dearth of personnel generally exists, but manpower resources become increasingly scarce the higher the skill levels required.

Better distribution of professional personnel. In a theater of war, manpower can be moved to the area where it is most needed. The same end may be achieved in the campaign against handicapping conditions, partly through inducements of various kinds. For example, training expenses and stipends may encourage professional personnel to work for a given time in a needy area.

More effective use of highly trained personnel through delegating more routine activities to those less skilled. Other trained persons, for instance, can do many of the tasks which a pediatrician now does; the social workers, psychologist, psychiatric nurse, or other professional aide can help with the duties of the psychiatrist.

Attracting young people to professional careers. Continued and increased efforts are urgent through more well-financed training programs including Federal ones. Other interesting alternatives for recruiting young people exist. We must also encourage professionals not presently employed (such as nurses) to return to the labor force. Short courses will be needed for updating skills quickly.

Use of paraprofessionals in the health, social service, and education fields. Greatly expanded efforts are needed to recruit, train, and employ paraprofessionals as perhaps the most promising solution to manpower problems. Professional workers and their associations should promote the use of paraprofessionals; high school curricula should include training courses leading to paraprofessional work; career and salary structures should be adopted to make such work continuously attractive. Returning Peace Corps, VISTA workers, and former medical corpsmen (who are being successfully recruited, trained, and employed as doctors' assistants) seem particularly good manpower sources.

Wider use of appropriately trained, placed, and supervised volunteers. Such people—of all ages and from all walks of life—have fully demonstrated their value in the helping fields, particularly in work with the handicapped and their families. Senior citizens, for example, through the Foster Grandparent Program, have made great contributions to the mentally retarded.

Use of today's youth in the service of children. Their energy, skills, and compassion can make adolescents important participants in improving health services. Guidelines for the selection and training of youth need to be developed, and consideration should be given to establishing a national program to involve more young people in volunteer work. This often leads to career choice and is a prime manpower recruitment technique.

Involving the Consumer

Although today's trend is toward increasing involvement of the consumer in planning health and other helping services for the family and child, the amount of involvement is inadequate, not only in planning but in the operation of services. The reaction and advice of the people who use the services is essential for the services and facilities to fully meet their needs. Equally important, people who share responsibility for a program will usually promote it, spreading the availability of a service to a larger community. In planning programs for the handicapped, both organized consumer groups and individuals should be included in advisory councils on a peer basis with professionals at all levels—local, regional, and Federal.

Some believe that new health care systems should be entirely under consumer control rather than a partnership of interest between providers and consumers. For no matter how well intentioned the provider is, consumers' interests are often subordinated to providers' needs and convenience. Increased advisory relationships between consumers and providers may in fact be a more realistic and productive relationship than an artificially contrived partnership.

Special consideration must also be given to persons whose cultural of educational background makes communication difficult with those who generally deliver services. Bilingual and bicultural professional and paraprofessional personnel should be employed to a much greater extent in neighborhoods where many residents are foreign-born, and printed instructions and other materials should also be geared to the consumer. In Spanish-speaking neighborhoods, for example, materials should routinely be written in Spanish.

Major Recommendations

We believe that all children in the nation have a right to comprehensive health care and that the handicapped child has often been denied this right because of difficulties in meeting his special needs. Our three major recommendations are based on this belief.

Comprehensive Health Care

We recommend that a comprehensive health care system be developed that will ensure not only basic health needs for all children but also diagnostic treatment and educational services for all handicapped children without restrictive means tests, residence requirements, or other arbitrary barriers. Similar systems should be provided in related helping fields.

This is our overriding concern. Comprehensive health care for all children must be recognized as a top priority. Through concrete legislation, all levels of government must acknowledge a commitment to the child's basic right to health, as well as to education and other services that will enable him to achieve his full potential. This commitment is not only a prerequisite to the formulation of any service for handicapped children, but the focus for constructive planning and organizing on their behalf.

It is impossible to separate most services for the handicapped from those for all children, although the health needs of the handicapped go beyond the basic needs of "normal" children. Comprehensive health care must include both basic and special health services and cover the entire spectrum of handicapping conditions. All health services should be delivered through one coordinated system, planned and administered so that a family can easily move from one required service to another. When it is impractical to physically integrate all services in one center, arrangements should be made to facilitate movement among programs located in various areas. While the precise nature of each system would vary according to a community's special needs and resources, all systems should have one characteristic in common: that services are available to every child and family. The same is true for other helping systems.

All barriers to obtaining health services must be removed. The current Crippled Children's Service, for example, has artificial, categorical restrictions set up by individual states. Each state has its own definition of "crippled child" and limits its services to those specific handicaps, thereby arbitrarily determining which handicapped children will be served. Because the definitions vary widely among states, a child's geographic location rather than his needs may determine the amount of care he receives. We not only recommend that these restrictions be eliminated, but that services be expanded through adequate funding so that *all* handicapped or potentially handicapped children will have the proper diagnostic, treatment, and follow-up care.

Full Appropriation of Funds

Congress has recognized the need for these programs but has not appropriated the funds authorized. We recommend the immediate and full appropriation of these funds, especially for those programs which focus on manpower training and the provision of services for the handicapped.

In view of special health service and manpower requirements of the child with developmental and acquired disabilities, we urge the immediate full funding of all authorized special programs and services. One example of a bill with a large authorization for which there is not a full appropriation is Public Law 91–517, "Developmental Disabilities Services and Facilities Construction Amendments of 1970." It provides for "interdisciplinary training programs for personnel needed to render specialized services."

Full appropriation of authorized funds, as well as additional funds, are necessary to achieve a high priority for child health care and to develop the recommended systems for meeting the health and other needs of all children. The United States can afford to buy what its people need and will do so if all of us join in making our needs and wishes known. Only 13 cents of each tax dollar now goes for health, education, and welfare. Furthermore, we spend nine dollars of our national budget annually on each adult, but only one dollar on each child.

Legislative Programs for Handicapped Children through Age Three

We recommend legislation that will make the development of high quality programs mandatory for handicapped children through age three.

Every child must have the early life experiences necessary for healthy emotional and intellectual development; programs are needed to help the handicapped child develop the capacities to function adequately on a social and personal level. Included will be experiences that will eliminate, or compensate for, conditions leading to poor self-image, racism, prejudice, and functional mental retardation. Parent-child centers and day care centers are two facilities through which quality child development programs for the preschool handicapped child can be provided. We believe that such programs should be universally available to all children and their families within each community.

To prevent mental and emotional disabilities, we recommend developing universal preschool education and child care programs as well as finding ways to help parents to use them. Such programs are not only especially valuable to children from poverty areas who are most vulnerable to handicapping conditions, but they are essential when mothers must, or wish to, work.

Although preschool and child development programs may appeal to young people particularly, some may find that they can better fill their own and their children's needs through other types of programs. In an increasingly complex world, our approaches to problems of child care must be more flexible.

Similarly, we recognize that the values of the family remain basic, that a stable and happy family can best provide positive early life experiences for the child. Since caring for a child with one or more handicapping conditions can become an intolerable burden to the family, helping the family to cope is another way of providing the young child with quality care. The needs of the child and the family are inseparable, and the public must be responsible for meeting the needs of both.

Family needs can be met through supportive services which include parent education and counseling, and recreational and vocational programs for the child. Services should also help the family solve transportation and home-keeping problems and make quality day care facilities and other community services accessible to the handicapped as well as the "normal" child. Such programs will not only further the development of the child, but also provide relief for the families of handicapped children needing long-term as well as short-term care.

Since health information, family planning, and diagnostic services can play an important role either in preventing or alleviating handicapping conditions, they can be viewed as part of the system of quality care for the young handicapped child. Parents and parents-to-be should be the primary target for all efforts to impart information on health-preserving practices and on those attitudes and experiences within the family which are most likely to promote normal intellectual and emotional development.

All family and child health services must also include information and assistance in family planning and genetic counseling. Unwanted children often have a greater-than-average chance of having defects at birth or handicapping conditions later on. We believe that no woman should have to bear an unwanted child. If abortions are required to prevent such births, they should be readily available.

The Department of Health, Education, and Welfare's Maternity and Infant Care projects represent a promising start toward greater availability of preventive services during a child's first three years. They provide diagnostic, preventive, and treatment services, and child care information to ensure the mother and child's good health throughout pregnancy and the infant's early life. These services can prevent many conditions that may lead to physical or mental defects and can detect others early enough for effective treatment. The current Child and Youth projects extend similar services through the formative years. We therefore recommend that both these programs, or their equivalents, be made available in every community to all families, not just the poor, and that they be integrated with appropriate medical facilities as well as related to the larger community's total health care system. Parent-child centers, a new program of the Office of Child Development (HEW), offer a concept of educational opportunity for children under the age of three.

To aid identification of handicapping conditions, we recommend periodic screening with particular attention to infants identified as high risk for developing disabilities. Children should be screened periodically during their first three years, as well as prior to entering kindergarten and if they experience any difficulty later in school. However, it is essential to examine children for their strengths, not just their weaknesses. It is particularly important to emphasize the handicapped child's abilities rather than his disabilities. Most handicaps are not completely correctable and these children should be encouraged to concentrate on their areas of greatest potential.

In addition, a health record, beginning at birth and including such information as birth weight and length, head circumference, blood types, and examination results, should be compiled for each child. It should be the property of his family. Such a record will help in the prevention, identification, and treatment of any handicapping condition the child may develop.

The mandatory provision of all such programs early in a child's life will be extremely beneficial to the handicapped child. All these services should be part of the comprehensive health care and other systems proposed in our first recommendation. A system must not only screen and evaluate but also provide treatment and, if possible, help correct handicapping conditions. When families cannot or do not take action, the community's child support system must provide whatever help is necessary. This type of action is spelled out in the recommendations for advocacy.

Secondary Recommendations

In addition to the three major recommendations, Forum members proposed many others during the workshop sessions. This section summarizes nine secondary recommendations. Although they did not receive top priority in the final voting, they contain important ideas which deserve consideration.

Support of the Concept of Child Advocacy

Conference delegates and Forum 12 members generally support the concept of a child advocacy system. We feel such a system has considerable merit and could be applied advantageously to help develop, expand, and ensure coordinated services for the handicapped child.

In health and related systems using the child advocacy concept, representatives at every level of government would not only serve as advisors and champions for all children's needs, but initiate programs to ensure that handicapped children receive needed services and have the opportunity to develop to their fullest potential. A true advocacy system would:

Mandate close working relationships among all agencies providing services, thereby reducing the fragmentation of existing services

Mandate arrangements that would assure that each child's needs are known and met

Help ensure the implementation of enacted legislation

Act as a catalyst to improve, expand, or develop health services for children

Enable families to make better use of services which do exist

Encourage consumer participation in the development and delivery of services.

The concept of an advocacy system could also incorporate a national council on childhood disabilities. Membership would include adults and youth from public, private, and voluntary agencies concerned with the handicapped child. The council could play an important role in implementing our first major recommendation by constantly working to improve programs for the handicapped, setting standards for services, and coordinating the activities of all groups fostering the welfare of handicapped children. At the state and local levels, councils on childhood disabilities might be established to draw together and expand existing resources, develop new ones, and serve the community's children as a friend at court in all health matters.

It was also recommended that a system based on the advocacy concept be funded on a pilot basis to test various models. If a state government chooses not to participate in a Federal advocacy system, the Federal government should have the right to make other arrangements to test a system.

Expanding the Sources of Manpower Serving Handicapped Children

Specifically, we suggest:

Supplementing professional manpower by using trained volunteers, including indigenous persons and students, to help parents of handicapped children understand and accept the diagnosis and treatment of their children.

Fully using the comprehensive health team concept in delivering services to handicapped children.

Making greater use of paraprofessional personnel and allocating public funds for their training and for education to help the public accept the value of the paraprofessional. We suggest that the new types of personnel be given titles which dignify their work, such as Educational Technician, Vocational Technician, and Reading Technician, rather than being called "paraprofessionals."

Interdisciplinary meetings of professional personnel should also be called to help promote the enactment of legislation and broaden the thinking of the professionals themselves with regard to these types of personnel.

Increased Funding for Research into Handicapping Conditions

It was recommended that we support increased funding for research which emphasizes the application of research findings on the prevention and cause of all forms of handicapping conditions and the education and rehabilitation of handicapped children. Federal allocations for research should include funds for dissemination and utilization of research data. A national information service on the handicapped should also be funded.

Increased Funding for New and Existing Programs for Handicapped Children

We deplore the fact that such low priority is given to financing programs to meet the needs of the nation's children, particularly handicapped children. In addition to our second major recommendation for the appropriation of authorized funds, the workshops made other recommendations related to the financing of programs for the handicapped. We recommend that additional funds be allocated for both new and existing programs dealing with the problems of handicapped children and their families. All Federal, state, and local funding for health and related services should also be unified and coordinated.

The Establishment of a National Health Insurance Program

Such a program would be an important step toward adequate health services for handicapped children, and should have the following characteristics:

Universal coverage through attachment to the labor force

Comprehensive benefits so that the most effective and appropriate methods of treatment can be prescribed

Adequate financing through Social Security supplemented by contributions from general revenue

Appropriate financial incentives for health-care personnel to bring about an improved organization of health services and a better distribution of health manpower and facilities

Remuneration to hospitals and other health-care institutions to be based on a pre-negotiated budget

Remuneration to participating health personnel services to be based on capitation rather than fee-for-service

Elective policies on a regional basis with consumer input and local responsibility.

Guaranteed Minimum Income to All Families

As a means of assisting many handicapped and other children, we recommend that the government support an adequate nationwide floor for assistance payments for families and adults. We must set a national goal of providing every family and adult, through work or assistance, an income adequate for their needs. Equally important, financial assistance to families of handicapped children should be commensurate with the child's needs.

Making All Public Structures Available to the Handicapped

Enforceable legislation should be passed to make all publicly used structures available and accessible to the handicapped, eliminating architectural barriers to the handicapped child.

Integration of the Handicapped with the Normal from Their Earliest Years

Handicapped children should be accommodated into the mainstream of society. In the educational system, they should receive whatever special services are needed to allow their fullest development and give them opportunity to remain and function in society.

Indexing of all Services Available for the Handicapped at State and National Levels

Citizens have a right to know what present and future benefits are available to them, yet even most agencies do not know the resources in their own community. For this reason the government should supervise preparation of an index of services available, periodically updated, including the possible services offered by voluntary agencies.

Forum No. 12 Members

Jeannette Rockefeller (Chairman)

Kenneth Robinson (Vice Chairman)

Delores A. Allen

Mary Daniel Ames

Edith Anderson

Velma Anderson

Joan Babbott

Marian Barnett

Margaret Bogle

Ricardo A. Callejo

Norman V. Lourie

Reginald Lourie

Henry Lucas, Jr.

John C. MacQueen

C. Arden Miller

Richard E. Shoemaker

Injured

Children
Who Are Injured

Report of Forum 13

White House Conference
on Children 1970

Current Status

Just as the definition of health now includes mental and social well-being, so the working definition of injury must be broadened to encompass the psychological and social impairments or stresses produced by our complex society. (1) Such injuries can no longer be limited by the usual criteria, that is, that they be measurable, be immediate rather than cumulative, and be produced by an obvious agent.

The 1960's—a decade of moon walks, campus unrest, accelerating crime rates, computers, civil rights turmoil, drug abuse, heart transplants, birth control, war, and pollution—brought increasing complexity and upheaval to America's physical and emotional environment. For millions of children who grew up in the sixties these powerful affecting forces provided stresses far beyond those experienced by previous generations. Too many of the children of the 1960's never finished high school or "dropped out." While most are still trying to function within American society, a few are so disillusioned by this same society that they are actively working toward its destruction. Still others have formed miniature societies of their own called "communes." For some the stresses of life proved too great; they are in our jails and mental hospitals.

Are not many of these conditions directly attributable to psychological and environmental injuries? According to the broadened definition of injury the answer is yes. Many forms of injury result not from a single incident, but from a chronic situation or a repetition of events.The consequences of an injury do not necessarily manifest themselves immediately but may be delayed or accumulate over time. Such injuries may not be scientifically measurable since existing research methods may be unsatisfactory, or the injury may be impossible to isolate for study. We know, for example, that racial discrimination limits the self-esteem of many individuals and curtails their opportunities for self-fulfillment. The effects of discrimination are often invisible to the general population, are not measurable by present criteria for assessing injuries, and may take several years to materialize. Nevertheless, discrimination must be recognized as a form of injury just as crippling as that incurred in any accident.

This does not suggest that Forum 13 has bypassed injuries of the more traditional type; they, too, must be prevented. Accidents have caused more deaths to children under 15 than the six leading diseases combined. (2) They have claimed the lives of over 82,000 children since 1960, and have left a far greater number impaired and disabled.(3)

But whether the injury is a classically physical one (such as a burn from an electric stove) or a more subtle psychological one (such as living in an area with poor schools) the traditional method of approaching preventive and remedial measures with regard to injury is limited.

Human Settlement Approach

Injuries to children, whether physical, psychological, social, or environmental, cannot and should not be isolated from the human settlements in which they occur. Here, "human settlement" refers to the relationship between man and his surroundings whether those surroundings are natural or man-made. Characteristics of the human settlements in which children live determine the types and prevalence of resulting injuries. More than simply accepting the immediate causal explanation for any injury, the emphasis must be shifted from the victim to the interaction between the child and the environment which precipitated his injury.

This environmental approach replaces the statistical approach to injuries by simple defining the kind of human settlement or neighborhood where certain injuries occur and then identifying the specific place within the settlement, the time of day, the age of the child, and other factors which influence injuries. We can attempt to manage the causative factors and prevent many unnecessary childhood injuries.

As we reviewed the research, however, we were astonished by the paucity of data on those factors within human beings and specific environments that either increase or decrease the probability of physical, psychological, or environmental injuries. The common tack in injury research is to gather data on the injured population and then to trace the chain of events back to the cause. Most researchers are satisfied to end their investigation at the most measurable, evident, and immediate reason for the most measurable, evident, and immediate injuries.

Age-specific Injuries

This deductive approach, though, is not without value and has been useful in developing the concept of age-specific injuries. True, injuries occur at all ages, but specific injuries tend to occur at specific ages. This suggests that action programs can be more effective if they anticipate fairly predictable but hazardous childhood behavior.

From before birth through adulthood, human beings are continually exposed to potentially hostile encounters. The adult, by virtue of his past experience and advanced stage of human development, is equipped to fight in this day-to-day combat. Children, however, have little experience in handling hostile environments and are subject to new dangers at each stage in their development—dangers which vary according to human settlements. Toddlers, for example, are fascinated by shiny percolators, and this attraction often directly results in serious scaldings. Because toddlers also climb, push, and shove while exploring their environment, many large cities report an "epidemic of falls" in which children have managed to climb to a window ledge and have fallen to the pavement below.

The behavior of preschoolers increases the number and types of potentially dangerous encounters. One news item after another testifies to the conflagrations caused by playing with matches, and every emergency room must deal with the results of accidental self-poisoning—especially with aspirin, other medicine cabinet items, and household cleaning supplies. Both toddlers and preschoolers have high incidences of vehicular accidents as the mobility of the child increases due to the stage of human development.

As a child's world expands during the school years, street accidents increase, as well as sporting and recreation injuries. In the preteens, alcohol and drug abuse become more prevalent, as do venereal disease and out-of-wedlock pregnancies.

Inflicted Injuries

As these examples indicate, a child's developmental stage is crucial in determining what injuries he is likely to sustain. Another factor also exists that can aid in planning preventive measures, namely, that we should recognize "inflicted" injuries, as well as accidental ones. Inflicted injuries imply that a person or environment is directly responsible. Such injuries may be caused by authority figures (parents or teachers) or be inflicted by the child himself through risk-taking or irresponsible behavior. Injuries may also be inflicted by an environment when, for example, they result from such obvious abuses as rat-infested housing or contaminated water supplies.

Traditional injury research, then, has provided us with valuable information relating to age-specific and inflicted injuries. Such research, however, generally does not give sufficient attention to subtle injuries such as psychological trauma.

Environment-specific Injuries

Another form of research which will identify *environment-specific* injuries is needed. We must know more about factors and influences in human beings and within various kinds of human settlements which increase or lessen stress and anti-social and risk-taking behavior. The high incidence of measurable physical injuries, as well as the yet unmeasurable psychological ones must be viewed as symptoms within human settlements which can and must be eliminated.

The following examples of injuries to children—physical, psychological, and environmental—demonstrate the importance and complexity of the child-environment interaction.

The increase in the number and use of automobiles, along with inadequate child safety devices, and increased land allocated to roads, highways, garages, and used-car lots and parking lots have all contributed to the rising rate of traffic accidents.

In any accident it is difficult to hold any single person responsible. We could blame the child for "not being careful," the parent for not properly supervising the child, or the driver for not exercising due caution. Yet, other environmental factors may be equally responsible: the speed limits and traffic management patterns, the automobile's braking power, and zoning laws which permit the eating up of open spaces and leave the child nowhere to play but the street.

If America were to become a child-oriented nation, automobiles could not continue to grow in importance and numbers until the pedestrian, speed, safety, land usage, and pollution problems were not merely controlled—but solved. Streets, for example, could be enclosed, or even placed underground to protect children from the dangers of the automobile.

The dangers of air and water pollution have been widely publicized in recent years, but noise pollution is also becoming a severe environmental crisis. Research indicates that human beings can be harmed both physically (hearing loss) and psychologically (stress) by the constant bombardment of unwanted sound. Since noise producers include transportation systems, industries, home products, and people themselves, responsibility is diffuse; any solution will require a coordinated effort. And even if stringent noise controls are instituted, values of American consumers—a buying public that likes its purchases to have "the sound of power"—must be altered.

More children are injured in or near the home than in any other setting. What should be the safest and least stressful environment is, in fact, the most dangerous.

Within the home, a child's physical and emotional health is often affected by the quality of his family life. If he is an unwanted child, he may be injured prenatally if his mother neglects her health, and may be abandoned or abused after birth. Divorce and separation, inadequate supervision, over-indulgence, prolonged absence of one or both parents, also have damaging effects.

Accidental poisonings are common in the home and can be correlated with specific types of human settlements. For example, rat bites are more prevalent in inner-cities, while pesticides cause more deaths in rural areas.

Many products and materials used in and around the home, such as inflammable curtains and poorly insulated heaters, hold injury potential. Manufacturers, however, seldom voluntarily impose safety criteria on their goods, advertising is often misleading, and confusion exists over who is liable if a child is injured by an unsafe product.

In its 1970 report to the President and Congress, the National Commission on Product Safety states:

> After considering the many forces contributing to the toll of injuries in and around the home, we have concluded that the greatest promise for reducing risks resides in energizing the manufacturer's ingenuity.
>
> We do not mean that manufacturers by themselves can do all that is needed to achieve an optimal safety record. We mean that with government stimulation they can accomplish more for safety with less effort and expense than any other body—more than educators, the courts, regulatory agencies, or individual consumers.
>
> Manufacturers can design, build, and market products that will reduce if not eliminate most unreasonable and unnecessary hazards. The capacity of individual manufacturers to devise safety programs, without undue extra cost, has been repeatedly demonstrated, for example, in safety glass, double-insulated power tools, baffles on rotary mowers, noncombustible TV transformers, and releases on wringer washers. (4)

In an "ideal" environment, such a report would be sufficient to elicit action. However, history and the Commission's report suggest that such changes are rarely made without pressure. Whether America's government and manufacturers will accept this challenge remains to be seen.

An examination of the type of housing in which a child lives can also reveal what injuries he is likely to sustain. Substandard structures with poor ventilation offer numerous occasions for predictable injuries. Buildings which are fire hazards and have egress limitations also have obvious injury potential. Overcrowded housing may produce psychological as well as physical injuries, as in the case of a child who is denied any semblance of privacy—whether in the form of his own room or in a small area of a larger room that he can call his own.

To remedy this situation, existing housing codes must be uniformly enforced and stronger safety codes, focusing on children, developed. Moreover, psychologists, as well as safety experts, must be consulted by developers and architects so that housing minimizes hazards and stress.

Schools and other public buildings are often designed for ease of maintenance rather than injury prevention. America would reflect a true respect for children if it would begin to put the physical and psychological protection of its children above the square-foot cost for houses, schools, public buildings, and hospitals.

In addition to poor design, few schools offer children first aid training to help them cope with physical injuries until a physician or nurse arrives. Schools are also sources of emotional and social injuries. Educational technology frequently depersonalizes education, and the strong accent on achievement, as well as the emphasis on early boy/girl socialization and dating sometimes causes severe psychological problems. Stress may also come in the form of social segregation and discrimination such as in the case of sororities and fraternities.

In the school and on the street, children are exposed at an early age to drugs, crime, and violence. They may become involved in street gangs and engage in risk-taking behavior (fast driving, increased drug dosage) to prove their courage. Venereal disease has become a veritable epidemic and is by no means limited to the late adolescent years.

Children may become emotionally distraught if confined to hospitals, penal detention centers, institutions for the mentally ill and retarded, and orphanages. Not only are children frequently accommodated in obsolete and unaesthetic structures, but in far too many instances, care stops with "housing."

Not to be forgotten in our discussion of environmentally specific injuries are the offspring of migrant workers. They are among the most "injured" of all children. They not only have a high accident rate in the fields, but suffer considerable social and psychological damage since they lack community roots and are isolated from the mainstream of society.

These examples indicate how various environments influence the type and number of injuries, but much more study is needed. A more thorough knowledge of the child-environment interaction would lay the foundation for truly effective injury prevention programs.

Health Care Facilities

Health care facilities for treating injuries are inadequate. The health care environment is important, not only for its injury treatment potential, but for its ability to reduce mortality rates and prevent injuries from becoming handicaps. But trauma centers, high-risk nurseries, and prenatal and postnatal care are often unavailable. Eligibility requirements for care recipients are frequently exclusive. Overall health facilities are inequitably distributed, with rural areas suffering particular shortages of trained medical personnel. Thus, a child in suburbia who has immediate access to emergency care has a far better chance of maintaining his health than a child in an isolated rural area who may be many miles from the nearest health facility.

Three basic criteria are currently used to evaluate health care, particularly for children: the cost of care, the availability of care, and quality of care. Although the philosophical [illegible] of these priorities can be debated, in actuality (as exhibited [illegible] factors as the allocation of funds) cost of care is given [illegible] priority. Cost/benefit studies in far too many programs [illegible] qualitative evaluation.

If America, in philosophy and action, were to assume the environmental approach toward its children, the envisioned health care system would be decidedly different. The availability of excellent care for all children would be a "given," regardless of cost, and people would no longer be satisfied with "adequate" programs —a word that has too often become synonymous with "best."

Adaptation to Environments

The fact that accidents have remained the number one killer of children for over a decade plus the growing social problems among the nation's children tragically demonstrate that America's children are under excessive stress.

The National Commission on the Mental Health of Children (5) has amply documented the existing and worsening crisis in the mental health of our children. These injuries are the most complex and, at the same time, the simplest to relate to environmental hostilities.

Human environments or settlements range from the high density, multiple dwelling arrangement of central cities to isolated rural life, and home settings may include several siblings or none at all, both parents or neighbor, and many other variables. But while the child constantly interacts with these various environments, he is unable to radically alter them to minimize or prevent injury to himself. He has little influence on conditions such as divorced or separated parents, inner-city tenements, the isolation of rural farms, racially biased schools, poverty, busy city streets, lack of family physician, the nomadic wanderings of migrant workers, street gangs, three-car families, contaminated water or air, sexual abuse, and religious instruction.

Captive and susceptible, the children of America must depend on others to shape their environments. In far too many instances, however, they have become victims and have been forced to adapt to environments which do not meet their needs and which increase the potential for injury.

We do not deny that requiring children to adapt to new situations fosters their mental and psychological growth. Adapting past experience and knowledge to new demands is basically what is involved in learning. It is far from desirable (and indeed another form of injury) for children to be raised in a static environment.

But even though a gap should exist between what a child encountered "yesterday" and what he encounters "today," a child's adaptability is definitely limited, depending on his developmental stage and past experiences. If the gap is too narrow, developmental stagnation and even regression result; if the gap is too broad, frustration and stress are the outcomes.

This Forum believes that this nation must have human settlements that nurture children from dependency to independency. It must contain settings that will respect children's needs and recognize that the capacity to adapt is limited by the stage of human development. All injuries should be viewed as symptoms of environmental deficiencies to be corrected by the adult community.

Concern over the magnitude of childhood injuries is not lacking, yet empathy has not led to sufficient action. Although some inroads have been made, monetary commitments have been inadequate on all levels: accidents still remain the number one killer of children.

Recommendations

Top Priority for Children

Forum 13 strongly believes that our children must become the nation's top priority, a priority not to be reflected in mere policy statements, but evidenced in measurable action. Our belief is based on the following reasons:

Children are, and will continue to be, the essential element of human, social, and economic propagation

Since they represent our nation's present and future, this country has a vested interest in their well-being

Children, either individually or collectively, are unable to provide their own supportive political forces and power

Thus, without appropriate support, children become, if they are not already, a truly "disadvantaged" population.

To raise the priority given the nation's children, some method for coordinating child-oriented programs must be established on the Federal level, and some organization or person must be made accountable for the needs and rights of children. In addition, all Federal departments, even those not traditionally viewed as child-related, must realize that every decision which is related to people, policy, the environment, and the way we live, directly or indirectly affects America's children.

Forum 13 discussed and postulated the form this method of coordination and accountability might take—a system of child advocacy, a cabinet level position on children and youth, or a coordinator of children's affairs attached to the Executive Branch. Assured, however, that these ideas were being proposed by other Forums, Forum 13 decided to make its recommendations in terms of those injury issues currently being handled by existing mechanisms which are not adequately protecting our nation's children.

These recommendations do not assume that Federal action alone can or should be the final resting place for the injury issue. Local communities and neighborhoods must ultimately be the decision makers and implementers, although they must be supported in the decision-making process with funds, counseling, and knowledge.

Specifically, this nation can and must reduce physical injuries and deaths resulting from traffic, poisoning, burns, rats, malnutrition, and inadequate perinatal care. Programs and/or legislation exist in each of these areas. But to date, these mechanisms have not been adequate to reduce the tragic incidences of children's injuries resulting from these agents.

Since injury prevention programs have already been established, we recommend—not new programs—but doing whatever is necessary to make existing ones viable. Such programs have not been demonstrably effective, possibly because they have not felt the commitment of the nation behind them; subtle indifference inevitably damps the enthusiasm and drive of the operating agency. Lack of funding certainly hampers programs from fulfilling certain of their delegated responsibilities, but some programs have failed when they might have succeeded by not reaching beyond their own resources and enlisting the support of the volunteer and private sectors of society in fulfilling their assigned mandates. In short, existing programs must not only be given support to complete their assigned tasks, but must also be held accountable for their responsibilities.

Health and Safety Education

We recommend that health and safety education be provided in all school systems. America's children must be equipped to meet their world. To survive both mentally and physically, they must learn about themselves, their relationships with others, and the settlement with which they must cope. Teaching first aid, as important today as in years past, has somehow been dropped from the majority of our school systems. Especially now, when the shortage of health personnel is increasingly critical, children must be taught first aid and safety practices so that they might save their lives or the lives of others.

Expanded Definition of Injury

We also recommend that the currently restrictive definition of injury be enlarged to encompass interdependent physical, psychological, social, and environmental factors. Such a change in the working definition would dramatically underscore the need for coordination among various child-serving agencies, and help to focus attention on the child-environment interaction, not simply on the injured population.

Every child has a right to a safe environment. If inroads are not made into the growing hostility of our settlements, and America continues to mistakenly assume that a child's adaptability to his surroundings is limitless, a high percentage of our future citizens will be environmentally, psychologically, sociologically, and physically injured.

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Forum No. 13 Members

Robert A. Aldrich (Chairman)

Effie O. Ellis

Elsa Alvarez

Jay Arena

Kathryn Barnard

Anne W. Cochintu

Dale C. Garell

Irmagene Holloway

Charles A. Kline

Dennis Licklider

Meredith Matthews

Ruben Nazario

Alice Brandeis Popkin

Richard L. Wade

John Williams

Herbert Yee

Changing Families

Changing Families
in a Changing Society

Report of Forum 14

White House Conference
on Children 1970

The gap between the options for self-fulfillment we want for children and those they presently receive must be drastically reduced. Recognizing and accepting basic changes in our values and goals is a beginning step. Our pluralistic society of varying family forms and a multiplicity of cultures is a fact. Our people and our systems which provide educational and other human services must revise programs, policies, and practices to reflect the differing achievements, contributions, needs, and aspirations of all the groups that make up our society.

A simple recognition of this pluralism and a pledge to foster its acceptance are vital first steps. They would take us far toward providing children with knowledge and the capability of using the increasingly available options for self-expression and fulfillment.

During the sixty years since the first White House Conference on Children, many basic goals for children have been formulated. Yet the distance between goals for the quality of life of families and their members, particularly children, and the achievement of those goals has not dramatically narrowed. These failures weaken the respect and support of both children and parents for our social institutions. The abysmal quality of health care, for example, especially that available to the poor, led Lincoln Gordon, President of the Johns Hopkins University, to state, "This kind of gap—between the capacity of our society to do something about health care and its actual performance—is the stuff that revolutions are made of." (1) But this social revolution we are undeniably experiencing can only benefit society if we establish realistic policies and programs for children and their families.

One fundamental reason for the discrepancy between desire and accomplishment through legislation and programs is the narrow and static concept of family held by most policy makers. They conceive of the family only in its most traditional form—the nuclear household of husband, wife, and their children—the male the breadwinner and the female the homemaker. All too often they assume that this type of home environment is the best for the child. Yet children can and do flourish in many family forms other than the traditional nuclear structure.

A uniform policy and human service program which will cover all individuals and groups is virtually impossible, because so many different forms of family exist in this country. We are *not against* a policy and program which will enable existing families to better fulfill the differing aspirations of family members. Rather we are for varied family policies and programs which will be responsive to the needs of all family members, especially children, regardless of the particular family structure in which they live.

In the 1970's we find a wide diversity of family forms in the United States, with a range of ethnic and racial variations within each form. Our basic assumption is that the family, whatever form it may take, is universal to man. Procreation, sexual behavior, warmth, affection, identification, individuality, nurturance, economic support, socialization, territoriality, and group concerns are some of the characteristics and processes of the family system. For *Homo sapiens,* the family is a group of individuals in interaction; family behavior is the personal history of members according to their position in the family system at any particular moment in their social development. The human family differs from the families of other species because it has been innovative in psychological, social, and cultural realms.

The family functions as a facilitating, mediating, adapting, and confronting system for its members who have differing aspirations, capabilities, and potentials. Families both adapt to, and simultaneously influence, the development, structure, and activities of today's complex urban and industrial institutions. But families differ in their adaptive capabilities largely because of variations in form, and they differ in their efforts to mitigate the demands of non-family groups and influence the behavior of outside organizations such as the school, welfare agency, or factory. *The primary tasks of families are to develop their capacities to socialize children, to enhance the competence of their members to cope with the demands of other organizations in which they must function, to utilize these organizations, and to provide the satisfactions and a mentally healthy environment intrinsic to the well-being of a family.*(2)

The most prevalent traditional types of family forms and variations are:

Nuclear family—Husband, wife, and offspring living in common household; husband, breadwinner, wife, at home.

Dyadic nuclear family—Childless husband and wife; one or both partners gainfully employed.

Dual-work family—Both parents gainfully employed from the onset of the marriage.

Single-parent family—With one parent, as a consequence of death, divorce, abandonment, or separation (with financial aid rarely coming from the second parent), and usually including preschool and/or school-age children.

Three-generation family—Three generations in a single household.

Middle-aged or old-aged couple—Husband as provider, wife at home (children have been "launched" into college, career, or marriage).

Kin network—Nuclear households or unmarried members living in close geographical proximity and operating within a reciprocal system of exchange of goods and services.

Second-career family—The wife enters the work force when the children are in school or have left the parental home.

Institutional family—Children in orphanges, residential schools, or correctional institutions.

Emerging experimental structures which affect children include:

Commune family, monogamous—Household of more than one monogramous couple with children sharing common facilities, resources, and experiences: Socilization of the child is a group activity.

Commune family, group marriage—Household of adults and offspring known as one family where all individuals are married to each other and all are parents to the children. Usually develops a status system with leaders believed to have charisma.

Unmarried-parent-and-child family—Usually mother and child where marriage is not desired or possible.

Unmarried-couple-and-child family—Usually a common-law type of marriage with the child their biological issue or informally adopted.

Homosexual-couple-and-child family—The child is informally or legally adopted.

With increasing frequency children move from one family form to another before they reach puberty. The infant of a newly married couple may enter the "single-parent form" if the marriage breaks up. When the single parent remarries, the child moves into a "remarried form" and may be adopted by the new parent, gaining either step- or half-brothers or -sisters. In addition, the mother may need or desire to work, placing the child in a dual-work family form.

When the conditions required to develop the competence and personality of the child are considered, one form of family may be more supportive than another in reaching the primary objectives of the family. Although these forms can be elaborated further, the point is that these different forms present different issues and problems for family members. The patterns of interaction and socialization within the family and the relationship the family has with non-family groups and organizations differ significantly with such factors as whether both parents are working, the size of the family, participation in the new network of relatives, and amount of income. Human service systems, the outgrowths of policies and legislation and common practices must be built to accommodate these diversities in family forms.

The essence of the modern situation is that many alternative patterns exist for meeting contingencies. In the urban setting, a great variety of jobs, schools, residences, and facilities are available to family members, with the largest number of options available to the higher social classes and elites. For some families, especially those of the middle and upper classes, the problem for the child often may be too many choices, or "option glut." (3) He has so many choices in such areas as a career, housing, leisure activities, social participation, and so much is expected of him by parents and others that he has a problem in making a decision. The child may become immobilized and may experience anxiety insecurity, and a negative self-concept. For ethnic and racial groups, such as Chicanos, Indians, and Blacks, there is option scarcity with continuous pressure to limit or take away existing alternatives. The options available to the poor child for jobs, education, social participation, and mobility are few; the knowledge of options which do exist is severely limited when compared to the upper income child. As children of all social levels acquire additional skills through informal and formal training systems, the potential range of options increases. Enlightened modern leaders work to expand the available options for more and more families in such life sectors as education, work (economic), and leisure.(4)

Although the number of options available to an individual varies according to his class, ethnic, and racial status, some families seem able to enhance the capacity of their members to choose from among available options and to perform competently in new roles and within organizations. Other families seem less able to do so, producing instead various manifestations of individual and familial malfunctioning. There is no single "royal road" to a successful family adaptation to modern life. We know that the ways in which community, social, welfare, and educational systems support or constrain the child and his family have major impact upon the development of competence in the use of options. Moreover, in modern societies, the growing needs and demands for social, educational, and welfare services as well as preventive and therapeutic health care are extending beyond the capacities of even potential professional and paraprofessional manpower. As a result, the family—as a social unit with caretaking, therapeutic, socializing, expediting, and handling activities—is a vital, yet often unrecognized partner of bureaucratic service organizations having health, welfare, and rehabilitative objectives. (5)

In summary, the salient prerequisites for individual and family survival are the individual's competence in using bureaucratic organizations, the family's success in developing these management capabilities, and family members' uses of options. Families which "make it" are those which have become aware of and use options while developing successful linkages with non-family organizations.

Since marked organizational differentiation and occupational specialization exist in the United States, a parallel development of differential family forms should certainly be expected. Family structures unlike the nuclear form have become more numerous and visible. Within each social, racial, and ethnic group, varying incidences of family forms are found, their exact numbers difficult to estimate. The number of dual-work families in the United States, for example, can best be estimated from census reports on gainfully employed mothers with children. From 1948 to 1969, the percentage of mothers in the labor force with children under age six increased from 13 to 30 percent, and mothers of school-age children, six to seventeen, from 31 to 51 percent. Throughout this period, a disproportionate number of non-white mothers, 16 years and over, were gainfully employed. Of the 9.8 million mothers in the work force in March 1969, 1.2 million were non-white; 63.7, percent of these non-whites (compared to 47.3 percent of whites) had children six to seventeen years; 44.3 to 26.8 percent had children under age six; 51.6 to 32.9 percent had none under age three. (6) These data reflect the necessity for a large proportion of non-white mothers with small children to enter the labor market.

Members in each type of family have needs, problems, capabilities, and aspirations; some they share with members of other family types and some are limited to their own family form. The major task is to use our advanced technology and scientific discoveries to support various kinds of families by harnessing and re-allocating resources to improve conditions for children. *The solution is to build policies, structures, and environments around people rather than to fit people into mass-produced formal systems and unimaginatively created physical, social, and interactional space.*

Our modern society has relied too heavily on bureaucracy, computerization, professionalism, and conformity in the area of the welfare of families. In the eyes of the client, organizational systems and institutions such as housing, education, marketing, health care, and welfare have become so omniscient, powerful, and professionalized that far too many operate chiefly to perpetuate themselves rather than to carry out the stated objectives of helping families. As a result, families have become the forgotten group. On the other hand, some organizations and institutions, which exist to help people—the human service systems—are discovering that family participation in the design, implementation, and evaluation is essential to the success of the services. Families of the 1970's are saying, "Services should be built around what we want and need and we should have a voice in establishing service priorities and their implementation." Their point is that the physical and social environment should be built around families and that service organizations should be the servants rather than the rulers of the family.(7)

One significant research finding of the past decade on emergent family forms and activities in a rapidly changing society is that families function more in a reciprocal than a subordinate relationship with existing social organizations and that institutions are expecting more reciprocity in such dealings. This discovery suggests rejecting the view that families are the victims of a changing technology or "birthquake" and that deviance and family dissolution are products of these changes. In place of a cause-effect relationship, a reciprocity model links man intimately with his environment, or ecosystem. Man is attempting to preserve his environment while seeking quality of life. (8) The problems of the family, and especially of children, center more on the linkages with community structures and bureaucratic organizations, the allocation of economic resources, and population distribution, than on society-wide demographic changes or technological developments.

Another development of the 1960's was the emergence of the client-centered society. The client (the recipient of health, welfare, education, and other types of services) is rebelling against bureaucratic authority and against being subordinated in matters of prime concern to him. The traditional hierarchical client-professonal or agency relationship has become increasingly inappropriate. This kind of relationship perpetuates the basic inequalities in our society and leads to "institutional meddling under the cover of professional concern."(9) The clients, whether they are families or individual members, are tired of being acted upon. In the 1970's, a movement is underway to destroy the cultural myth of a "right" or "best" way to behave, believe, work, or play. The movement pleads for cultural pluralism and policies based upon diversity. Clients are demanding (and receiving some support from professionals) that change be away from "solutions" and "doing things for people" and toward a philosophy of allowing diversity by providing equal opportunity to share resources. (10) Participation, questioning, and experimenting are now demanded and preferred to the packaging and delivering of services by professionals to clients. As a result of the expansion of knowledge and the increasing educational levels and competence of people, the current trend is toward making resources increasingly available to larger numbers of people, to encouraging social experiments, and setting only outer limits.

Behavioral science research during the past fifty years has produced one major conclusion on social change. Interventions of any kind—whether improved agricultural practices, mass media and communication systems, educational procedures, or work systems which promise improved standard of living—are accepted and integrated into the culture's social fabric when individuals voluntarily choose the new process or intervention, see its superiority, and find it an improvement because of their participation in its development and use. Although some practices can be forcefully introduced and have some effect, (11) the rate of rejection is high and considerable anguish can result.

It is now clear that children and their families must be involved in the decision making process if we are to increase the chances that positive innovations will be accepted. Any set of recommendations should be predicated on support for diversity in family life styles. Punitive measures and tactics toward those family forms that differ from the traditional must be eliminated and experimentation in ways of living accepted. Attempts to prejudge and restrict the future shape of society should be discouraged.

Recommendations

There is a need to make visible the increased variability in family forms and to recognize the right of individuals to live in any family form they feel will increase their options for self-fulfillment. Although we recognize that the majority of children can find the conditions for character and personality development in the nuclear family, we do not favor any particular family form. Our central concern is that family conditions foster healthy physiological, emotional, and social growth of children.

Primary Recommendation

Establish a people-oriented National Institute for the Family for Action, Advocacy, Implementation, Legislation, and Research.

Recognizing that the family is the dominant socializing agent and the primary interface between the individual and society, its central position must be considered by the White House Conference on Children in recommendations for improving the well-being of our nation's children.

It is vital that children living in all types of family structures, including single-parent, traditional, dual-work, and commune, have equally available options for self-fulfillment.[1]

Present human service systems tend to fragment and undermine the family. All such delivery systems should be redirected to provide services and support through and to the family as a unit with recognition of the different needs, strengths, and weaknesses of varying family forms. Therefore, we recommend that an Institute for the Family be established by the Congress as a quasi-public organization. The process for its operation should be assured by establishing a trust fund through a per capita assessment drawn from Federal taxes.

This institute should have a broadly representative board of directors and be adequately staffed for carrying out its functions. These functions are:

Serve as an advocate for families and children

Provide the mechanisms for assuring follow-up and implementation of the White House Conference recommendations at all levels

Develop and support demonstration, action, research, and evaluation programs which focus on building new environments for families and children; reorder existing services and programs to fit around desires and aspirations of families, and to involve families in their development and implementation

Examine existing legislation for its effects on variant family forms

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[1] Minority Report appended.

Take action against legislation, regulations, and practices which are punitive to children because of their discriminatory policies against the integrity of families or variant forms of parenting

Provide technical assistance to state and local programs for families and children.

Secondary Recommendations

We recommend that research and training priorities be given by the proposed institute of the family, as well as by governmental agencies, private foundations, and individual investigators for:

Basic research on formation of diagnostic tools for measuring the health, social competence, and nutritional status of the family and to develop model programs for formal and informal socializations of children. These programs will extend beyond the conveyance of survival skills and involve role learning and development of self-concepts.

Basic studies on the incidence and prevalence of variant family forms in cooperation with the Bureau of the Census. These studies should have a built-in longitudinal dimension to answer such questions as: Are these family forms temporary or transitory? Do patterns of prevalence change according to the individual's stage in the family life cycle? Do individuals move from one form into another according to their stage in the life cycle?

Longitudinal studies on reducing prejudice, discrimination, and punitive behavior toward variant family forms. Such studies would complement those which will investigate the effects of different family forms upon realization of the human potential of members, availability and use of options, and personality development of the child.

In-house research or support investigations through contracts and grants on family involvement in the development of supportive programs. What are the roles of family members in the organization and operation of human service systems? Special methodologicial studies would focus on techniques and mechanisms for involving client families, especially children, in the program and its evaluation.

Studies on the linkages of families with non-family institutions and bureaucratic organizations. Such research should facilitate the development of competence of members to deal with the exigencies and demands of a technical, differentiated, and bureaucratic society.

Competences needed by children to cope with the changes within families, non-family groups and organizations, and to more effectively utilize existing resources provided by role models and surrogates of these systems. Research should also focus on how the family functions as a facilitating system to accommodate diverse, and sometimes conflicting, aspirations, capabilities, and motivations of its members, especially children. How do families use available options and how may existing supportive services be better utilized by families on behalf of children? Also recommended are studies on the processes and mechanisms used both by families and organizations to integrate their goals and activities with the objective of developing in children adequate physical growth, self-concepts and images, maturation, competence in interpersonal relationships, and capabilities for using existing and creating new options.

Creation of marriage and family living institutes at universities. These programs would offer degree and certificate programs for increasing the effectiveness of specialists (clergymen, lawyers, physicians, and social workers) in working with the families.

Programs which develop and demonstrate imaginative mechanisms and processes for working with variant family forms within a reciprocity framework of expert-client consultation and collaboration (recognizing the client-centered phenomenon) should be given the highest priority for financial support. (12)

Establishment of a nationwide community-based family life education program.

We recommend that White House Conference delegates initiate the process at the local level for developing at state and regional level counterparts to the proposed National Institute for the Family to implement recommendations of the White House Conference.

We recommend that the White House Conference on Children, in support of the pluralistic nature of American society and out of concern that children have the option to be born into families in which they are wanted, support the availability of options to parenthood. In keeping with this recommendation we further recommend that abortions, sterilization, and contraception be available subject to the desire of the potential parent or parents involved.[2]

We recommend that the Family Assistance Plan provide a floor of minimum income to all families, with the floor being established at the level of poverty as defined by the Secretary of Health, Education, and Welfare.

We recommend that the Family Assistance Plan be revised to eliminate the required work feature and the requirement to reduce assistance if a parent refuses work or training without good cause.

We recommend support of legislation to assure families of an income adequate for meeting basic needs. This legislation should be based on the reallocation of existing resources to supply more adequate education, material amenities of living, nutrients, and housing. Basic survival resources and options for a fulfilling life are essential if all-encompassing programs of family life education, such as family planning, nutritional status, maternal care and the physical growth and development of the child, are to make any sense.

Massive public housing projects often lead to experienced dysfunctional consequences such as dehumanization and breakdowns of families through social stress. We therefore recommend that every family be guaranteed the right to select its own housing and that the heterogeneous neighborhood concept of family living be supported and that families not be deprived of the right to live in this way because of lack of income.

To provide a wider range and more quality options, we recommend that future environments be built around families rather

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[2] Minority Report appended.

than trying to fit families and their members into physical and social space developed on the principle of least cost and the presumed expertise of the professional. New forms of inter-agency organization may be required and should be composed principally of officials from departments providing human service programs, HUD, and other institutional, business, financial, professional and home building agencies. Government agencies should support research and demonstrations on using existing, as well as new, resources and technology for building environments around the needs of families in an essentially "family-centered" approach—a shift of human service systems from a uni-directional model to one of reciprocity where clients of target populations, the consumers of human service systems, collaborate with the professionals toward solving their problems. Special attention should be given to the needs of children based on research findings and the needs perceived by children and parents.

Minority Reports

No procedure was established for minority reports; however, at the request of Rabbi David Hollander and Monsignor Irving DeBlanc, we are including their reports.

Rabbi David Hollander Foreword

The current stresses on Society and the Family leading to disintegration result from ignoring the foundations of this country as expressed in the preamble to the Constitution and the Pledge of Allegiance where it is stated that we are a nation "Under G-d." Unless the belief in morals and ethics as emanating from G-d is restored and inculcated into our people while still very young, we cannot achieve a lasting, dependable society where freedom and personal dignity can flourish.

Recommendations

Children should have the right to be born and, therefore, abortion should not be subsidized or encouraged, except where such a right to be born would be at the price of the mother's life.

A child has the right to be born into a family of maximum devotion and protection on an enduring basis. Therefore, any proclaimed government support of *all* family forms will greatly encourage such non-traditional, non-standard families, which will deprive the children of true devotion of known and recognized parents. Also, marriages that disregard the specific father and mother relationship as undesirable, with a preference for "group marriage" or similar types, endanger patriotism to our country —a commitment based on devotion to the traditional family unit.

A child has a right to be taught by teachers qualified not only educationally, but also by personal moral and ethical behavior. The child has a right to be taught the truth that this country was founded on a belief in G-d. A child has a right to be taught respect for the flag, for the law, and for parents and teachers.

The child has a right not to be burdened by decision-making in areas requiring mature judgment.

The child has a right to a society where all laws can be changed not be violence but by just and legal means. To maintain America as such a society, the child must be taught only by teachers loyal to the democratic process.

Submitted by

David B. Hollander,
Assistant Professor, Department of Sociology
C. W. Post College, Long Island University

Monsignor Irving DeBlanc

We are unequivocably convinced that our government must not support a general policy of ready abortion. We recommend that it responsibly and categorically defend a human being's right to life regardless of age

Because the members of this Committee were unable to reach a common ground of understanding concerning the fundamental nature of these so-called "rights" referred to in this Forum's report

Because there was no agreement in terms of the substantive nature of definition of these "rights," the source of these "rights"

Because a life unwanted does not legitimize the denial of life

Because many specialists confirm that the fetus is a living human entity with human rights already declared by the United Nations and many of our courts of justice

Because the circulatory system of the unborn child is already perceptible and forming within four weeks of conception

Because we believe that "legal" abortion of a fetus is the destruction of an innocent human being

Because so many in our country are committed to the preservation of human life

Because we are members of a democratic and pluralistic society, and have rights that are not dependent only on the arithmetic of votes

Because the prestige and financial power of our government can make it virtually impossible for an individual or group to pursue a contrary policy once the government has legislated

Because legislation acts as a teacher, and the promotion of legal abortion can teach the cheapness of human life

Because the taking of the life of an unwanted *child* by a mother today, in principle, means the taking of the life of an unwanted *mother* by a child tomorrow

Because such legal sanction would in principle justify the elimination of other members of a family structure, such as handicapped children, chronically ill grandparents and those whose presence would interfere with "the right for healthy environment," "the right to become a participating and productive member of society" (as stressed in Forum report)

Recommendations

Therefore we recommend a strong clear neutral position on the part of our government concerning the legalization of abortion and that it defer from the espousal of one particular ideological position.

We further recommend more research into the consequences of legalized abortion where it exists; consequences to individuals, to the family, and to society. And, finally we recommend an all-out research into the needs of a pluralistic society to temper its individual freedom with the need for a responsible value system.

Submitted by

Monsignor Irving DeBlanc,
Lake Charles, Louisiana;

Gordon Oosterman, M.A.,
Grand Rapids, Michigan;

Dr. Albert Vitole, M.D.,
New York City, New York;

Mrs. Daniel Wendt,
Missoula, Montana.

References

1. *Carnegie Quarterly* 18 (Summer, 1970), p. 2.

2. See working papers of the Cross-National Family Studies Project, Marvin B. Sussman, principal investigator, Case Western Reserve University, and "Policy, Family and Constraints," paper presented at Groves Conference on Marriage and the Family, April 1970.

3. This is the reverse of too few options and was suggested by Robert Rapoport of the Tavistock Institute of London, Great Britain.

4. See Marvin B. Sussman, "Competence and Options: A Theoretical Essay," paper presented at NICHDPAHO Conference on Assessment of Tests of Behavior from Studies of Nutrition in the Western Hemisphere, October 1970.

5. For a fuller explanation of this notion, see Marvin B. Sussman, "Family, Kinship and Bureaucracy," Forthcoming in *Social Change and Human Change*, ed. Angus Campbell and Philip Converse (New York: Russell Sage Foundation, 1971).

6. From statistics to be included in *Profiles of Children*, chartbook of the White House Conference on Children and Youth, 1970.

7. The notion of building systems around families is found in Marvin B. Sussman, "Built-In Environment," working paper, Institute on Family and Bureaucratic Society, Case Western Reserve University, 1970. For copy, write the author.

8. See Nancy C. Hook and Beatrice Paolucci, "The Family as an Ecosystem," *Journal of Home Economics* 62:5 (1970), pp. 315–318; and F. Kenneth Hare, "How Should We Treat Our Environment?" *Science*, January 1970, pp. 352–355 for an elaboration of this idea.

9. Marie R. Haug and Marvin B. Sussman, "Professional Autonomy and the Revolt of the Client," *Social Problems* 17:2 (Fall, 1969), pp. 153–161.

10. In specific areas like socialization, the unidirectional model is being questioned. See Betty E. Cogswell, "What Parents Owe Their Children: Myths about Socialization." Presented at the Family and Society Conference sponsored by the Merrill-Palmer Institute in Detroit, November 1969, and "Socialization into the Family: An Essay on Some Structural Properties of Roles," in *Sourcebook in Marriage and the Family*, ed. Marvin B. Sussman, 3rd ed. (Boston: Houghton Mifflin Co., 1968), pp. 366–377.

11. Ideas expressed verbally and in written communication by Paul Byers.

12. The notion of training at the university level comes from the report of the Family Life Division, U.S. Catholic Conference, submitted to the White House Conference on Children, October 1970

Forum No. 14 Members

Marvin B. Sussman, Chairman

Beatrice Paolucci, Vice Chairman

Narciso Aleman

Mildred Mitchell-Bateman

Paul Byers

Betty E. Cogswell

Irving de Blanc

Haim Ginott

Horace B. Holmes

Lord Lamorak

Henry M. Morgan

Pauline Reulein

Effie Robinson

John Randolph Taylor

Clark Vincent

Frank Mitchell Wiygul

Children and Parents

Children and Parents:
Together in the World

Report of Forum 15

White House Conference on Children 1970

Preamble

If America's parents are given the place, power, and prestige to enable them to function as guides, companions, and sources of love and discipline for their children, and to have a decisive role in determining the environments and programs in which their children live and grow, the great majority of them will be able to take full advantage of the opportunity to enhance the quality of life both for their children and themselves. Only one caution must be borne in mind. The crucial factor is not how much time is spent with the child but how the time is spent. A child learns, he becomes human, primarily through participation in a challenging activity with those he loves and admires. It is the example, challenge, and reinforcement provided by people who care that enable a child to develop both his ability and his identity. An everyday example of the operation of this principle is the mother who daily talks with her young child and—usually without thinking much about it—responds more warmly when he uses new words and expressions and gradually introduces new and more complex forms which the child in turn adopts. It is in work and play with children, in games, in projects, in shared responsibilities with parents, adults, and older children that the child develops the skills, motives, and qualities of character that enable him to live a life that is gratifying both to himself and those around him. But this can only happen in a society that lets and makes it happen, one in which the needs of families and children become a primary concern not merely of special organizations and interest groups but of all major social institutions—government, industry, business, mass media, communities, neighborhoods, and individual citizens. It is the priorities they set that will determine our children's present and America's future.

The Problem

In today's world, parents too often find themselves at the mercy of a society which imposes pressures and priorities that allow neither time nor place for meaningful activities involving children and adults, which downgrade the role of parent and the functions of parenthood, and which prevent the parent from doing the things he wants to do as a guide, friend, and companion to his children.

Our National Priorities

We like to think of America as a child-centered society, but our actions belie our words. A hard look at our institutions and way of life reveals that our national priorities lie elsewhere. The pursuit of affluence, the worship of material things, the hard sell and the soft, the willingness to accept technology as a substitute for human relationships, the imposition of responsibility without support, and the readiness to blame the victims of evil for the evil itself have brought us to the point where a broken television set or a broken computer can provoke more indignation and more action than a broken family or a broken child.

Our national rhetoric not withstanding, the actual patterns of life in America today are such that *children and families all too often come last.* Our society expects its citizens first of all to meet the demands of their jobs and then to fulfill civic and social obligations. Responsibilities to children are to be met, of course, but this is something one is expected to do in one's spare time. But when, where, and how?

The frustrations are greatest for the family of poverty where the capacity for human response is crippled by hunger, cold, filth, sickness, and despair. No parent who spends his days in search of menial work, and his nights in keeping rats away from the crib can be expected to find the time—let alone the heart—to engage in constructive activities with his children or serve as a stable source of love and discipline.

For families who can get along, the rats are gone but the rat race remains. The demands of a job or often two jobs, claiming mealtimes, evenings, and weekends as well as days; the trips and moves one must make to get ahead or simply hold one's own; the ever increasing time spent in commuting; the parties; evenings out; and social and community obligations—all the things one has to do if one is to meet one's primary responsibility—produce a situation in which a child often spends more time with a passive babysitter than a participating parent.

Children Need People

And here we confront a fundamental and disturbing fact: *children need people in order to become human.* The fact is fundamental because it is firmly grounded both in scientific research and in human experience. It is disturbing because the isolation of children from adults simultaneously threatens the growth of the individual and the survival of the society. The young cannot pull themselves up by their own bootstraps. It is primarily through observing, playing, and working with others older and younger than himself that a child discovers both what he can do and who he can become, that he develops both his ability and his identity. And it is primarily through exposure and interaction with adults and children of different ages that a child acquires new interests and skills, and learns the meaning of tolerance, cooperation, and compassion. To relegate children to a world of their own is to deprive them of their humanity, and ourselves as well.

Yet, this is what is happening in America today. *We are experiencing a breakdown in the process of making human beings human.* By isolating our children from the rest of society, we abandon them to a world devoid of adults and ruled by the destructive impulses and compelling pressures both of the age-segregated peer group and the aggressive and exploitive television screen. By setting our priorities elsewhere, by claiming one set of values while pursuing another, we leave our children bereft of standards and support, and our own lives impoverished and corrupted.

A Disillusioned and Alienated Youth

This reversal of priorities, which amounts to a betrayal of our children, underlies the growing disillusionment and alienation among young people in all segments of American society. Those who grew up in settings where children and families still counted are able to react to their frustration in positive ways—through constructive protest, participation, and public service. Those who come from circumstances in which the family could not function, be it in slum or suburb, can only strike out against an environment they have experienced as indifferent, callous, cruel, and unresponsive. We do not condone the destruction and violence manifested by young people in widely disparate sections of our society; we merely point to the roots of a process which, if not reversed, will continue to spread. *The failure to reorder our priorities, the insistence on business as usual, and the continued reliance on rhetoric as substitute for fundamental reforms can have only one result: the far more rapid and pervasive growth of alienation, apathy, drugs, delinquency, and violence among the young and not so young in all segments of our national life. We face the prospect of a society which resents its own children and fears its youth.* Surely this is a road to national destruction.

This is not the road for America. Our society still has the capacity and the value commitment necessary to reverse the trend. What is needed is a change in our patterns of living which will once again *bring people back into the lives of children and children back into the lives of people.*

The Solution

Forum 15 proposes a series of measures to accomplish these ends. The measures can be undertaken by many different parts of our society, including Federal, state, and local government, the community, schools, employers, the mass media, and the advertising industry. The recommendations serve five major objectives:

To enhance the dignity and status of families and children in all phases of American life. Particular, but not exclusive, attention must be given economically or socially disadvantaged families.

To increase opportunities for parents, other adults, and older children to engage in meaningful activities with the young at home, in the neighborhood, in preschool settings, in schools, and in the community at large.

To enhance the ability, responsibility, and power of parents—and of their children as they mature—to choose and influence the kinds of environments in which their children are growing up, including neighborhoods, preschools, health and welfare services, schools, churches, mass media, and recreational facilities.

To provide children with opportunities to accept challenging responsibilities in work and service in school, neighborhood, and community.

To grant children, especially teenagers, a greater measure of influence and control over activities and programs that affect them in their schools, neighborhoods, and communities.

To enhance the dignity, status, and self-image of all those who carry responsibility for the care and education of children in our society.

General Recommendations

Reordering of National Priorities

We call for a reordering of priorities at all levels of American society so that children and families come first. At the national level, we recommend that the proportion of our Gross National Product devoted to public expenditure for children and youth be increased by at least 50 percent during the next decade, and that the proportion of the Federal budget devoted to children be at least doubled during that period. We recommend that an annual income at the level necessary to meet the needs of children be guaranteed to every family in the nation. Support for families should be provided to the family as a *unit,* without prejudice against variant family structures and with recognition of differing cultural values and traditions. This call for a reordering of priorities is addressed to all levels of our society: government, business, industry, mass media, communities, schools, churches, neighborhoods, and individual citizens.

Bring People Back into the Lives of Children

We must change our national way of life so that children are no longer isolated from the rest of society. We call upon all our institutions—public and private—to initiate and expand programs that will bring adults back into the lives of children and children back into the lives of adults. This means the reinvolvement of children of all ages with parents and other adults in common activities and responsibilities. It means parent-child centers as opposed to child development centers. It means breaking down the wall between school and community. It means new flexibility for schools, business, and industries so that children and adults can spend time together and become acquainted with each other's worlds at work and at play. It means family-directed community planning, services, and recreation programs. It means the reinvolvement of children and adults in each other's lives.

Comprehensive Family-oriented Child Development Programs

We recommend that the Federal government fund comprehensive child care programs, which will be family-centered, locally controlled, and universally available, with initial priority to those whose needs are greatest. These programs should provide for active participation of family members in the development and implementation of the program. These programs—including health, early childhood education, and social services—should have sufficient variety to ensure that families can select the options most appropriate to their needs. A major educational program should also be provided to inform the public about the elements essential for quality in child care services about the inadequacies of custodial care, about the importance of child care services as a supplement, not a substitute, for the family as the primary agent for the child's development as a human being.

Department of Family and Children

Acknowledging that the family is society's primary unit for developing human potential and transmitting cultural heritage, we charge parents and children with enhancing their own abilities and responsibilities in their family lives.

We recommend that a Department of the Family and Children with the status of a cabinet post and councils and commissions on state and local levels be established and adequately funded. We also recommend the permanent establishment and Federal funding of the Office of Child Development. These should be responsible for:

Coordinating services to families and children

Reconstructing old programs

Developing new programs and performing other functions, such as convening a White House Conference on families and children at least every five years with ongoing activities in states and local communities with children participating at all levels; supporting policies which provide for part-time employment without discrimination for parents who wish to spend more time with their children; and assuring the right of all children to have legally responsible, permanent parents.

Recommendations for the Community

The power of the family to function effectively depends in large measure on the support to family life provided by the local community. The following recommendations are designed to ensure and increase such support.

Council for Families and Children

We recommend that every community or local area establish a Council for Families and Children to have as its initial charge determining what the community is doing, or not doing, for its children and their families. The council would examine the adequacy of existing programs such as maternal and child health services, day care facilities, and recreational opportunities. It would also investigate what places and people are available to children when they are not in school; what opportunities they have for play, challenging activity, or useful work; and to whom they can turn for guidance or assistance.

The council would also assess the existing and needed resources in the community that provide families with positive learning, living, and leisure opportunities that lend themselves to pleasant, stimulating, human experiences for the members of families to enjoy together. The council would raise the questions: "How do families spend their leisure time?" "Can the community sponsor events and projects that are within the means of every family in the community?" "Could these experiences add to the positive identification of an individual as a valued family member and as an important community member?"

To accomplish its task, the council would need to include representatives of the major community institutions concerned with children and families, such as schools, churches, welfare services, businessmen, parents from different segments of the community, and, especially, teen-agers and older children who can speak from direct experience. The council would be expected to report its findings and recommendations to appropriate executive bodies and to the public at large through the mass media. After completing the initial assessment phase, the council would assume continuing responsibility for developing and monitoring programs to implement its recommendations.

Family Members Participating in Policy Bodies

Family members should have a voice in all programs and policies affecting their welfare. Young people become responsible by being given, and held accountable for, responsibilities that really matter to them. In keeping with these principles, every community organization that has jurisdiction over activities affecting children and youth should include some teen-agers, older children, and parents as voting members. This would include such organizations as school boards, welfare commissions, recreation commissions, and hospital boards.

The Neighborhood Family Centers

Families are strengthened through association with each other in common activities and responsibilities. For this to occur, there must be a place where families can meet to work and play together. The Neighborhood Family Center is such a place. Located in a school, church, or other community building, it provides a focal point for leisure and learning and community problem solving to all family members. The center offers facilities for games and creative activities that could be engaged in by persons of all ages with space for those who prefer merely to "watch the fun." To eliminate fragmentation of services, the center can also serve as the local "one door" entry point for obtaining family services in areas such as health, child care, legal aid, and welfare. The center differs from the traditional community center in emphasizing cross-age rather than age-segregated activities. In addition to the Family Neighborhood Center, the community should provide other recreation facilities and programs in which cross-age activities can take place (for example, family camps, fairs, games, picnics, etc.).

Community and Neighborhood Projects

The community, as a family to the families within it, has the responsibility to provide activities which enable different generations to have contact and become a significant part of each other's lives. Through community sponsored projects, individuals of all ages can grow in their appreciation of each other as they learn to give to one another through a sharing of their talents and skills. The growing interest in ecology—cleaning up the environment—provides an excellent focus for such common endeavors, since it requires a variety of knowledge, skills, and services.

Recommendations for the School

The school plays a central role in the lives of children and their parents in American society. As a result, it is in a position to do much either to enhance or to weaken relationships between children and adults. With few exceptions, schools, as they are organized and operated today, increase the separation of children from their parents and other adults in the community. The school does this by isolating children in age-graded groups under the supervision of teachers who are enmeshed in regulations that prevent them from acting effectively as intermediaries between pupils and the community in which the school exists. The result is to intensify the alienation of young people, not only from the school, but from adult society at large.

The following recommendations are based on the fundamental premise that children cannot learn about the adult world, nor adults about children, unless they interact with each other. Our recommendations are aimed at helping the school take fullest advantage of its considerable opportunities to build bridges between children and adults.

Connecting School with Community

The school and, more specifically, teachers should assume central responsibility for establishing and maintaining meaningful relationships between children and adults in all walks of life. This will involve:

Extending the physical and psychological boundaries of the school to include the community at large.

Radically altering current conceptions of school curricula to incorporate and acknowledge the educational value of continuing interactions between children and adults involved in a variety of occupational and social roles.

Central to this recommendation is the principle that teachers be encouraged to serve as links between the children and persons and activities in the surrounding community. Teachers can do this in the following ways:

By making arrangements for children to spend time, during the school day, outside school under the supervision of other adults engaged in a variety of occupational and social roles. These contacts and experiences must provide an opportunity for children to engage in interaction with adults over time. A simple example would be the "adoption" of an entire class by a police precinct, local industrial firm, or other adult organization. Children would visit regularly for prolonged periods of time, usually without their teacher, thereby widening their knowledge of adults beyond family and school. In the course of these associations, learning by both the children and their adult sponsors would take place.

By making arrangements for adults in the community to participate actively in the school's instructional program. The purpose of such participation must be different from the occasional vocational counseling programs currently conducted by schools using outside personnel. The primary objective would be to acquaint pupils with adults in their roles as productive members of society.

To give a fuller picture of what human beings can become, participants should be selected not only to reflect a variety of occupations but also civic responsibilities and avocations, such as hobbies and artistic skills. In addition, persons possessing subject matter skills—writing, languages, mathematics, or science—should be encouraged to assist in supervising special projects, tutoring, and grading both in and out of school.

Developing School Policies and Curricula

American schools are a public institution. In keeping with the objective of enabling family members to have a strong voice in determining the programs affecting the lives of their children, schools should develop mechanisms for actively involving both parents and children in formulating policies and curricula responsive to the values, aspirations, and cultural backgrounds of the families to whom the school is ultimately responsible.

Changing Educational Requirements

School boards, state boards of education, and other responsible bodies must revise existing regulations and curriculum requirements to permit schools and teachers in schools to make these new kinds of educational experiences available to children. In addition, questions of legal responsibility, including liability for injury and the provision of insurance coverage for outside groups, must be resolved through appropriate Federal and state legislation.

Involvement of Children in Challenging Responsibilities

America has been referred to as a society characterized by the "inutility of children." Our children are not entrusted with any real responsibilities in their family, neighborhood, or community. Little that they do really matters. When they do participate, it is in some inconsequential undertaking. They are given duties rather than responsibilities; that is, the ends and means have been determined by someone else, and their job is to fulfill an assignment involving little judgment, decision making, or risk. The latter remain within the purview of supervising adults. Although this policy serves the interest of children by protecting them from burdens beyond their years, evidence suggests that it has been carried too far in our contemporary society and has contributed to the alienation and alleged incapacity of young people to deal constructively with personal and social problems. Children acquire the capacity to cope with difficult social situations when they have been given opportunities to take on consequential responsibilities and are held accountable for them. *We recommend that the school provide children with such opportunities (as distinguished from "duties") in both the school and, especially, in the surrounding community.*

The children should have an active part in defining what the problems are in their school and their community and what their responsibility is or should become in contributing to their solution. Within the school, this implies greater involvement of children in formulating and enforcing codes of behavior and in planning and developing activities in the classroom. This should ensure that the burden of maintaining discipline does not fall solely, or even primarily, on the shoulders of the teacher, who is then freed to perform her primary function of expanding the children's horizon and range of competence. Outside the school, the pupils should take on projects, both as individuals and groups, dealing with concrete problems which they themselves have identified—for example,"cleaning up the environment" or other service projects. Particularly important are activities involving care and responsibility for younger children (as discussed in the succeeding recommendation).

Functional Education for Parenthood

At the present time, American schools give only minimal attention to the one sphere of activity which almost all their graduates will share as adults—parenthood. Where parent education does occur, it is typically presented in vicarious forms, through reading and discussion, or, at best, role playing rather than actual role taking. *Programs are needed which involve all family members, including children, in problems such as family management, decision making, and consumer education.* Excellent preparation for parenthood can be given to school-age children through direct experience, under appropriate supervision, in caring for and working with those younger than themselves. From the elementary grades onward, children should be given the opportunity (but not the "duty") to engage in these activities. For example, an entire class might be invited to "adopt" a kindergarten, day care group, or Head Start center as a means of becoming acquainted with the children, playing with them, teaching them games, helping escort them on outings or to and from their homes, and getting to know their parents. For older children, the activities would be extended to include helping with subject matter skills, supervising special projects, and providing guidance and leadership in recreational and civic activities.

Attachment of Preschool Programs to Schools

To implement these recommendations, we recommend that Head Start centers, day care facilities, and other programs for young children be located in or near schools, be integrated with the school curriculum, and serve as laboratories in which young people and adults alike can learn about children and experience the rewards of seeing and contributing to their development. This objective will be defeated if the schools impose their current philosophy and mode of operation on preschool programs. It is therefore essential that the administration of preschool programs be substantially independent of the school and provide a decisive role for parents in the planning of policy and programs.

Recommendations for the Employer

To an extent not generally recognized, the patterns of life of American families are influenced by employment policies and practice. Employers, both public and private, can make a significant contribution to placing families and children at the center rather than the periphery of our national life by such measures as:

Recognizing their role in influencing the way American families live

Changing the organization and demands of work in ways which will enable children and parents to live and learn together

Actively providing opportunities, resources, and facilities that will increase the involvement of parents and all employees in the lives of children in the community

Developing ways for children and youth to engage in meaningful acitvities in the world of adults.

Reevaluation of Employer Policies and Practices

At both central and local levels, industries, businesses, and government offices should examine present policies and practices of the organization as they affect family life. Particular attention, with a view to possible modification, should be accorded the following: out-of-town, week-end, and overnight obligations; frequency and timing of geographical moves; flexibility of work schedules; leave and rest privileges for maternal and child care; job-related social obligations; day care facilities; and number and status of part-time positions.

Children and Adults in the World of Work

The need "to bring people back into the lives of children and children back into the lives of people" is especially relevant for business and industry. Although for many years business and industrial organizations have engaged in activities involving children (for example, plant tours, Junior Achievement programs, and public service by employees), most programs of this kind do not lead to continuing relationships between children and adults. As an example of an innovation which can add an entirely new dimension to the involvement of adults with children, *we recommend that business firms or subdivisions consider inviting children in the community to spend time at the place of work getting to know the staff and employees as people.* For example, employees could invite a school classroom, day care facility, Head Start program, or Boy Scout troop to spend time at their place of work, to become their friends, and learn not only about the specific jobs they do, but also about them as people. In return, the employees would come to know children on a new basis by taking an active interest in the day-to-day activities of "their" children and their parents. We are not suggesting that organizations employ children, or exploit them in any way, but rather that, as a matter of civic responsibility, employers should experiment with new ways of establishing close and continuing relationships with children and families in their communities. In all instances the program should be carried out with the consent, and, wherever possible, the active involvement of parents and other family members.

A concrete example of how such an innovative program might work is provided by a film produced by Forum 15 for presentation at the White House Conference. Entitled "A Place to Meet, A Way to Understand," the film documents an experiment carried on in cooperation with the Detroit Free Press in which sixth-graders from two public schools—one in a slum area, the other in a middle-class neighborhood—spent most of the day for several days in the various shops and offices of the newspaper—press room, city room, composing room, and advertising department.

Revision of Work Laws Affecting Children and Families

To facilitate knocking down barriers to the reinvolvement of children with adults, we urge:

Reexamination and revision of child labor laws to eliminate unnecessary restrictions that presently preclude the development of programs that would enable children to become acquainted with the world of work and to participate in informal apprenticeship experiences.

Provision of low cost insurance to cover liability of employers who wish to develop programs for acquainting children with the world of work.

Reexamination and revision of licensing requirements for children's institutions and programs so us to remove barriers to, and enhance the participation of, parents and paraprofessionals in the program.

Drafting and passage of a Fair Part-Time Employment Practices Act which would prohibit discrimination in job opportunity, income, or status for persons with family responsibilities desiring part-time employment.

Family-oriented Industrial Planning and Development

To an ever increasing degree, business establishments determine not only where and how employees work but also where and how their families live. Decisions on plant or office location influence in substantial measure the kinds of housing, schools, and neighborhoods that become available to employees and their children. Indeed, more and more large organizations are involved in planning and building the housing projects and even the entire communities in which their employees live. Such plans should give explicit consideration to factors which influence the course of family life, specifically those which provide or preclude opportunities for active participation of parents and other adults in the lives of the children and vice-versa. This includes such factors as commuting, traffic safety, location of shops and businesses where children could have contact with adults at work, recreational and day care facilities readily accessible to parents as well as children, provisions for a Family Neighborhood Center and other family oriented facilities and services described in this report.

Recommendations for the Mass Media and the Advertising Industry

American children and adults spend an average of twenty-seven hours a week watching television.(1) In addition, they spend considerable amounts of time reading newspapers and magazines and listening to radio. There are disagreements as to the precise effects of television on the lives of those who watch it, but there is no doubt as to its enormous influence. The mass media must therefore bear a heavy burden of responsibility for the well-being of our society. The media recognize this in their code of ethics, but their current practices contribute significantly to the undermining of the American family. Watching television is an individual activity requiring no interaction with others. Therefore, as television viewing rises, communication within the family tends to decrease. A radical new concept of television is required, one that both in content and in style recognizes the importance of the family and encourages interaction among family members.

"Interactive" Television

Urgent attention should be paid to the creation of an entirely new kind of television programming, one which no longer casts the viewer in the role of passive and isolated bystander but instead involves family members in activities with each other in games, conversation, and joint creative activity. There is nothing inherent in television technology which precludes this possibility.

Public Service Advertising

Leaders of the advertising industry should join with representatives of the mass media to develop and give wide exposure to a nationwide advertising campaign designed to enhance the status of children and parents in American life, to provide concrete examples of family-oriented activities and programs, and to show how such activities can be fun for both children and their parents.

Eliminating Exploitation in Advertising

One of the most destructive manifestations of the low priority accorded children and families in American society is the way in which advertisements in the mass media exploit the child and his family for commercial purposes. For example, a child is shown urging his mother to buy a particular product. It is the direct responsibility of the mass media and their clients to identify and eliminate this practice wherever it occurs.

Criterion for Licensing of Transmitters

Radio and television stations are obligated to perform public service as a condition for operation. We recommend that contribution to the quality of family life be stipulated as an explicit criterion for reviewing and retaining a license.

Recommendations of Forum Workshops

At the request of Forum delegates, the following additional recommendations developed by Forum 15 workshops are included.

The Family

We affirm that the social institution "the family" in all its varied forms is the major force in society in developing physically, emotionally, socially, spiritually, and intellectually healthy children. *Therefore our nation should invest its attention, energies, and resources to provide new programs and to reconstruct old programs which avoid fragmenting the family but which enhance the quality of life of the family as a whole.*

Promote Interaction

We recommend that major educational opportunities be provided to promote interaction between parents and children and between children of different ages within the context of the life of the family and its community, specifically:

Greater use of school facilities for all parents and other adults

Use of community resources in the education and learning experience of the child by the schools

Integration of community resources for the purpose of bringing parents, children, and other members of the community together

Fulfillment of parental responsibilities by taking an active part in the development of school policy and planning of school curricula

New emphasis on teacher training in preparation for greater community control or participation

Opportunities for meaningful service available to children, such as tutoring younger children; for involvement in the internal organization of the school and for outlining problems in the school and in helping to effect change

Families be urged to select a time each week to hold a family council in which all family members will participate in a discussion of family concerns and problems.

The Family in Society

Since a family is not an isolated unit and is affected by forces, elements, and institutions of society, we recommend:

Greater participation of children in policy making, beginning with the family and working on up through the community level.

Flexible scheduling in industry and school to facilitate greater participation in family and community life.

Cooperation by community organizations in the establishment of family relations programs in schools, businesses, and industries.

Parent-Child Relationship

Recognizing the uniqueness of the parent-child relationship, we affirm:

That it is the right of all children to live with legally responsible and permanent parents. New legislation should be enacted to limit temporary custody of children to very brief periods of time, with frequent reevaluation; provide needed services to children in their own homes, and to give these services priority over any form of placement of children; require that placement be family-centered, community oriented, and free from restrictive and irrelevant adoption requirements.

The rights of children to be responsibly involved in the family, school, church, and work areas and enlist the cooperation of officials in government, education, religion, business, industry and labor in reexamining their policies and restrictions on children's involvement

Our concern for the separation of children from parents and other adults, and underscore the responsibility of all community leaders to consider the parent-child relationship in their planning

The needs for strengthening family relationships through moral and spiritual values and urge that religious-oriented organizations be increasingly responsive to family needs and interactions

That the recognition of the dignity and status of families is crucial to sound family function, and that both national and local efforts be initiated with this recognition as their goal.

Minority Report of Forum 15 by Forum Chairman Urie Bronfenbrenner

I take issue with the accompanying document on two major counts.

First, the report, in my judgment, fails to convey the urgency and severity of the problem confronting the nation's families and their children. Second, the document underestimates and consequently fails to alert the reader to the critical role played by business and industry—both private and public—in determining the life style of the American family and the manner in which parents and children are treated in American society. I shall speak to each of these points in turn.

The National Neglect of Children

The working draft of the original Forum 15 Task Force report began with the following statement:

> America's families, and their children, are in trouble, trouble so deep and pervasive as to threaten the future of our nation. The source of the trouble is nothing less than a national neglect of children and those primarily engaged in their care—America's parents.

The Editorial Committee objected to this statement on the grounds that it applied only to a minority of the nation's children and that, therefore, no note of urgency was justified. I strongly disagree.

One does not dismiss an epidemic as no threat to the nation's health merely because, as of the moment, only a minority of the nation's children has been stricken by disease. To assess danger, and to avert it, one must be aware not only of where we are, but in what direction we are moving. From this perspective, the picture is hardly reassuring. The evidence indicates that American society, whether viewed in comparison to other nations or to itself over time, is according progressively less attention to its children. The trend is already apparent when the child is born. America, the richest and most powerful country in the world, stands thirteenth among the nations in combating infant mortality.(2) Even East Germany does better. Moreover, our ranking has dropped steadily in recent decades.(3) The situation is similar with respect to maternal and child health, day care, children's allowances, and other basic services to children and families.

But the figures for the nation as a whole, dismaying as they are, mask even greater inequities. For example, infant mortality for non-whites in the United States is almost twice that for whites, and in several states the ratios are considerably higher.(4) Ironically, of even greater cost to the society than the infants who die are the many more who sustain injury but survive with some disability. Many of these suffer impaired intellectual function and behavioral disturbance including hyperactivity, distractibility, and low attention span, all factors contributing to school retardation and problem behavior. Again, the destructive impact is greatest on the poorest segments of the population, especially non-whites. It is all the more tragic that this massive damage, and its subsequent cost in reduced productivity, lower income, unemployability, welfare payments, and institutionalization, are avoidable if adequate family and child services are provided, as they are in a number of countries less prosperous than ours.

But it is not only children from disadvantaged families who show signs of progressive neglect. For example, a survey by this writer of changes in child-rearing practices in the United States over a 25-year period reveals a decrease, especially in recent years, in all spheres of interaction between parent and child. A similar conclusion is indicated by data from cross-cultural studies comparing American parents with those from Western and Eastern Europe. Moreover, as parents and other adults move out of the lives of children, the vacuum is filled by the age-segregated peer group. Recently, my colleagues and I completed a study showing that, at every age and grade level, children today show a greater dependence on their peers than they did a decade ago. Our evidence indicates that susceptibility to group influence is higher among children from homes in which one or both parents are frequently absent. In addition, "peer-oriented" youngsters describe their parents as less affectionate and less firm in discipline. Attachment to age mates appears to be influenced more by a lack of attention and concern at home than by any positive attraction of the peer group itself. In fact, these children have a rather negative view of their friends and of themselves as well. They are pessimistic about the future, rate lower on such traits as responsibility and leadership, and are more likely to engage in such antisocial behavior as lying, teasing other children, "playing hooky," or "doing something illegal." In short, we see here the roots of alienation and its milder consequences. The more serious manifestations are reflected in the rising rates of youthful drug abuse, delinquency, and violence documented in charts and tables specially prepared for the White House Conference.(5) According to these data, the proportion of youngsters between ages 10 and 18 arrested for drug abuse doubled between 1964 and 1968; since 1963, juvenile deliquency has been increasing at a faster rate than the juvenile population; over half the crimes involve vandalism, theft, or breaking and entry; and, if present trends continue, one out of every nine youngsters will appear in juvenile court before age 18. These figures index only detected and prosecuted offenses. How high must they run before we acknowledge that they reflect deep and pervasive problems in the treatment of children and youth in our society?

The Critical Effect of Business on Family Life

In the original Task Force report, the first and longest series of recommendations was addressed to business, industry, and government as employers. In the present document, this section has been drastically reduced and relegated to an inconspicuous position in the total report. Yet, it is American business and industry, more than any other institution in our society, that has the opportunity of determining the fate of the American family and the American child. More than any other institution, they have the power to reverse the present trend and to place families and children at the center rather than the periphery of our national life. They can do so by:

Recognizing the full measure of their responsibility for the way in which families are forced to live

Changing the organization and demands of work in such a way as to make it possible for children and parents to live and learn together

Actively providing opportunities, resources, and facilities that will increase the involvement of parents and all employees in the lives of children in the community

Developing ways for children and youth to engage in meaningful activities in the world of adults.

Specifically, the Planning Committee for Forum 15 originally recommended the following measures in addition to those covered in the majority report.

Minimizing Out-of-town, Weekend, and Evening Obligations

A parent who cannot be at home when his children are, no matter how excellent he may be in other respects, cannot fulfill his role as a parent. And the organization that keeps him away is undermining the welfare of his children. The introduction of a family-oriented personnel policy which minimizes such obligations would not only counteract these effects but—if offered as a fringe benefit—would help attract and hold more able personnel, for the most capable and responsible staff are also likely to be those who care most about their families.

Reducing Geographic Moves

The policy followed by some large organizations of transferring personnel every few years from one city or region to another is highly disruptive to family life. The impact is hardest on children, since healthy psychological development requires some degree of stability and continuity in the social environment from childhood through adolescence. A pattern of life which repeatedly tears the child away from familiar friends, schools, and neighborhoods increases the likelihood of the child's alienation both inside and outside the family. Accordingly, moves should be kept to a minimum.

Increasing Number and Status of Part-time Positions

We recommend that business and industrial organizations and government agencies increase the number and status of part-time positions so that employees who wish to give a larger part of their time and energy to parenthood or other activities with children can do so without sacrificing their career opportunities and rate of income.

Leave and Rest Privileges for Maternal and Child Care

Business and industrial organizations share with other institutions in society responsibility for the birth of a healthy child. In view of the cost to society of welfare and institutionalization of children born with prenatal damage, these organizations have the obligation to develop policies of leave and rest for mothers during pregnancy and early months of infant care without jeopardy to their employment or income status.

Day Care Facilities

To increase opportunities for parents and other employees to spend time with their children, day care facilities should be established within or near the place of work, but with completely independent administrative arrangements which allow parents a determining voice in the planning and execution of the program. Parents and other employees should be encouraged to visit the day care facility during the lunch hour or coffee breaks and to participate in activities with the children.

Although these recommendations are primarily designed to benefit children and families, experienced managers and labor leaders will also recognize them as good business. For example, contrary to commonly held views, studies of part-time workers in several occupations and industries reveal a gain rather than a loss of quality and quantity of production. Similarly, implementation of these recommendations can be expected to counteract two of the most serious and growing problems in the nation's economy—high rates of turnover and absenteeism.

References

1. Nielson TV Index, Winter 1970.

2. See *Profiles of Children,* Table 14.

3. Except as otherwise noted, the comparative data cited in this commentary are documented in Bronfenbrenner, U., *Two Worlds of Childhood* (New York: Russell Sage Foundation 1970). See especially pp. 95–124.

4. See *Profiles of Children,* Tables 13, 15, 17.

5. *Ibid,* Charts 137, 140; Tables 49, 149, 150.

Forum No. 15 Members

Urie Bronfenbrenner (Chairman)

Eleanore B. Luckey (Vice Chairman)

Jeffrey Cash

Dorothy W. Cotton

Dorothy Farley

David A. Goslin

David Herbert

E. L. Herron

Richard H. Johnson

Karla Kaleas

Robert J. Levy

Maurine Martin

Alex P. Mercure

David H. Wice

Family Planning Family Economics

Family Planning and
Family Economics

Report of Forum 16

White House Conference
on Children 1970

Fundamental Issues

Few actions of the next decade will be more crucial for the welfare of America's children (and the world's children) than what we do about two of the most basic determinants of the quality of life of our children and their family: *distribution of income* among families by our society and *size* of both our families and our society.

Forum 16 dealt with these fundamental issues in terms of four challenges for the seventies:

Family Economics—How to achieve a more equitable distribution of family income in the United States.

Family Life and Sex Education—How to help our children and their families understand the full meaning of human sexuality and family planning in their lives.

Family Planning Services—How to best achieve our national goal of making family planning services readily available to all Americans by 1967.

Population Policy—At what point the population of the United States should be stabilized.

Primary Recommendations

The Forum recognizes that effective actions in these areas, as in all other areas of concern to the White House Conference on Children, depend mightily upon how soon and how well the President and the Congress succeed in redirecting our largest national expenditures from military uses to the far more vital domestic needs of our nation's children. The Forum's first recommendation, submitted for the Conference ballot on overriding concerns, was:

Reordering National Priorities

The United States Government should reorder its priorities from emphasis on military purposes so that the child and the family become the major focus and so that every family has maximum employment opportunity and adequate cash income for quality family living.[1]

Publicly Funded Educational Programs

Forum 16's recommendation for the Conference ballot in its specific area of concern read:

To enhance the self-worth of all children and to achieve early population stabilization, we recommend consumer-determined, publicly funded programs of family life, sex, and population education and voluntary family planning services and safe abortion available to all.[2]

It is the right of every child to know about his own sexuality and identity without the legal restrictions now imposed upon distribution of information and services to minors. Family life and sex education should be a multifaceted approach including community involvement, information on methods of planning families, and emphasis on the uniqueness of each individual within his own family.

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[1] Some delegates agreed with the Forum recommendation to reorder priorities, but did not believe that we should specify that emphasis be shifted from military purposes. They prefer that the recommendation read: "The United States Government should reorder its priorities so that the child and family. . . ."

[2] Some delegates agreed with most components of the Forum's second major recommendation but wished to register reservations about either the issue of population stabilization or safe abortion available to all.

Family planning services are defined as services to all family members, including the education, comprehensive medical and social services necessary to permit individuals freely to determine and achieve the number and spacing of their children. Family planning services include contraception, sterilization, and abortion. The full range of services should be available to all, regardless of sex, age, marital status, economic group, or ethnic origin; and should be administered in a noncoercive and nondiscriminatory manner.

We recommend a national program to educate all citizens in the problems of population growth, and to develop programs to achieve population stability. Population growth in the United States occurs primarily among affluent and middle class whites, and programs designed to achieve population stabilization should be directed to reducing their natality.

The Forum also requested that all pertinent details of their deliberations be made available for participants of the White House Conference on Youth in 1971.

The remainder of this report summarizes the discussions of the Forum on each of the four major topics during the week of December 13.

Family Economics

The primary consideration in family living is the quality of life for each family member. To develop practices conducive to sustaining the dignity and self-worth basic to human well-being, families must have the opportunity to assess and plan for family life in the home and community, including health, education, and employment. But no family can either plan or function adequately when financial resources are so limited that no options exist for choice or private decisions. Economic security is fundamental to supportive family life.

No family should be forced to subsist on funds determined less than adequate by current budget standards (such as those available from the United States Department of Agriculture, the Bureau of Labor Statistics, or other governmental agency). Where the efforts of the individual family cannot adequately provide this standard, it becomes the responsibility of the larger society through the Federal government. The costs of failing to meet this responsibility are intolerable: the multiple handicaps that afflict children born and raised in poverty last a lifetime—lifetimes of poor health, poor housing, poor education, and poor self-esteem.

The following assumptions underlie our discussion of family economics:

Without reasonable economic security, planning for improved family living in other areas is not possible.

Maximum employment opportunities are essential to human dignity.

A Federally financed and administered system of income support, geared to the cost of living, must be legislated.

An acceptable minimum wage must be established throughout the nation for all jobs.

Maximum Employment Opportunities

Self support and useful employment are essential to self-esteem and human dignity. Therefore, *job opportunities must be available to all who seek employment.* To provide the larger number of jobs necessary, and to eliminate unemployment, public service employment must be expanded. Manpower training and incentive programs will play a key role in preparing individuals to find their best possible places within either the public or private sector. (Public service in this context refers to jobs in hospitals, schools, parks, post offices, etc., and is not limited to government supported institutions.)

Income Support Program

A guaranteed annual cash income is necessary to supplement inadequate earned incomes and to provide income for those who cannot find jobs or who are unable to work because of disability, age, or other circumstances. Such an income support program will be an investment in human resources, guaranteeing to every family that their income will not fall below the minimum required to maintain a healthful level of living.

The amount per family must allow for adequate nutrition for, indeed, no child must be allowed to exist in a state of hunger; the amount must make provision for adequate and suitable housing; and health care, education, clothing, and transportation must also be important factors in determining the amount.

The guaranteed income should be in the form of cash, should supplement whatever income is earned, and should be sufficient to provide options for individual and private decisions.

Minimum Wage

In combination with the income plan, a minimum wage related to the costs of living should be established throughout the nation and should be applied to all jobs. Government programs should not function to subsidize some industries by maintaining low wage scales.

Support Services

The complexities of our current society demand supportive services as well. *To assure all families of adequate economic standards, the income program should also make available comprehensive health care, educational programs, social services, day care services, housing, and legal services.*

Comprehensive Health Care

Programs, including preventive and therapeutic care, must tailor the distribution and organization of health care services to meet the needs and life styles of the population served.

Educational Programs

These programs must be seen as a continuing process beginning with the preschool child and extending through adulthood. The income must include adequate funds for those school expenses not provided by the public school system; and for vocational, technical, and/or professional training for family members able and wishing to improve their marketable skills.

Social Services

Effective use of social services to assist families in crisis will not be through crisis intervention alone but through preventive outreach services; they should include consumer education and financial counseling to help families cope with social and economic problems before they become critical.

Day Care Services

Proper care of children must be ensured if parents are to be free to participate in educational training programs and to secure employment and increase family income. Services should include care for infants, preschoolers, and school-age children, and must also seriously consider care for the child with minor ailments who, by regulation, is not allowed to remain in a group care setting.

Housing

All families should have access to adequate and suitable housing. Financing procedures, code enforcements, and zoning laws must be used to encourage the development of heterogeneous neighborhoods and to assure satisfactory housing for all people.

Legal Services

Adequate legal services must be available to secure and protect the basic rights of all people.

The Right of Every Child

Children must be given every opportunity to grow to adulthood in an environment of love and caring. *Security is the right of every child* and must be guaranteed. Where the efforts of the individual family cannot adequately provide this security, it becomes the responsibility of the larger society. For many children without parents, adoption offers the best security. If these children are to have an equal chance to live normal lives, potential adoptive adults and children without parents must be brought together through improved mechanisms. National leadership must modernize and humanize recruitment and placement policies of all public and private adoption agencies.

Family Life and Sex Education

Comprehensive Community Programs

The family, within its own cultural setting, is the basic unit of our society and a fundamental agency for the development of moral responsibility. *To help individuals and families develop their fullest potential, we urge all community agencies and institutions to provide comprehensive community programs of family life education.*

Until the 1960's the family planning and sex education movements developed as essentially separate entities. Family planning had meant contraception, while sex education meant teaching human sexuality, with the subject of contraception avoided as possibly inciting increased sexual encounters among students. Several important developments of the last decade, however, have led to the realization that family planning and sex education are interdependent. For the first time, representatives of the major national organizations concerned with family planning and sex education have met, determined the areas of mutual concern, and decided upon a path of collaboration.

Some of the many reasons for this fusion are:

Increasing recognition and understanding of the complex physical, psychological, and social dimensions of human sexuality.

Development of sex education models which include an understanding of family planning within a context of responsible behavior.

The realization that availability of contraception alone does not ensure utilization, especially where pregnancy planning is most crucial. Family planning has been realized in its broadest sense only when linked to an understanding of particular peoples' life priorities and mediated through an appropriate education system.

The sexual climate in which concepts related to actual behavior can be expressed openly and reflected in education, services, and laws. We wish to focus the attention of the White House Conference upon the current understanding of sex education, who is doing it and for whom, the current state of training in this area, and the needs for further program development and evaluation.

Sex Education and Family Planning

Family planning is one of the subjects most often asked about by students in the reproductive age group. Family planning education and counseling can have an important effect upon men and women in their day-to-day expression of sexuality. For example, many young people of high school and college age, not prevented by social or moral structures from having sexual intercourse, rarely use birth control. But when family planning and sexual responsibility have been built into a sex education program, avoiding sexual exposure without contraception soon becomes the norm.

Who is Providing Sex Education?

The Schools. The National Association of Independent Schools has been involved in sex education programs for over thirty years, and within the last decade many public school systems have also started programs.

The Colleges. The old feeling that college would be too late to learn about sexuality has become outdated. Programs have developed within the last decade to help students understand themselves as sexual beings and cope with the issues encountered during their college years.

The Professional Schools and Graduate Schools. Two-thirds of this country's medical schools now offer programs in human sexuality. Programs have also been developed in many of our teachers' colleges as well as in schools of social work, law, divinity, and nursing.

The Churches. Sex education programs developed and sponsored by the church community have been important factors in reaching both school-age and older segments of the population. Many national church groups formally advocate responsible sex education as an essential building block of a stable family life.

Professional Organizations. Training programs, conferences, and publications relating to family planning and sex education have been sponsored by many national organizations. Support has come from foundations as well as the Federal government.

Organizations Working in Standards and Training

Many organizations have expressed a vital interest in sex education, family planning, and the relationship between the two. Among those groups which have made significant contributions to the field are:

American Academy of Pediatrics

American Association of Marriage and Family Life Counselors

American Association of Sex Educators and Counselors

American College of Obstetrics and Gynecology

American Home Economics Association

American Medical Association

American Public Health Association

American Social Health Association

Interfaith Commission on Marriage and the Family

National Conference of Catholic Churches

National Council of Churches

National Council of Family Relations

National Medical Association

Planned Parenthood—World Population

Sex Information and Education Council of the United States.

Program Needs

Family planning in collaboration with sex education should be evaluated in longitudinal studies. Changes in knowledge, attitude, and behavior which result from such education are only recently being studied. The impact of such a program upon the overall health status of population should be measured, and existing training programs should be evaluated both for their effectiveness and general applicability.

Service programs incorporating both sex education and family planning have already started to make an impact upon the problems of population growth. Comprehensive, teen-age unwed mother programs are an example. These services should be expanded and the principles learned from them applied to new programs aimed at other critical issues.

Training programs for sex educators and counselors are needed to ensure quality education and counseling for all people from infancy through adulthood. The recognition of family planning as an integral part of family life indicates the need for making sex education part of family planning at all levels of education and counseling. The potential of such education could be realized in the following ways:

We must reactivate sex education policies and programs which had been in force within the Federal government, but have become inactive in recent years.

The programs existing in government and voluntary agencies should be surveyed immediately to establish what is already being done in this field.

High quality sex education should be included in family planning education, with community involvement in both preparation and presentation. Sex education should reach out through utilization of the mass media, particularly television; it should include information on methods of planning families, and it should begin in the early months or at least early years of childhood.

To implement these recommendations on family and sex education, training and curriculum design in human development and family life must be emphasized, including the training of parents. Many Forum members explicitly noted a need for Federal funding of such programs.

A clearinghouse of information about sex education and family life should be established to spread information, promote the best program efforts, and avoid duplication of effort. We also urge the inclusion of these recommendations on sex ed-

ucation within both the Children's Lobby and the Child Advocacy Program.

Family Planning Services

In his July 1969 message to Congress about population growth, President Nixon reaffirmed as national policy the right of all Americans to plan the number and timing of children that they want. He also established as a national goal the provision of adequate voluntary family planning services by 1974 to all who desire such services.

The 1960 White House Conference

The first White House Conference on Children and Youth to recommend family planning was in 1960. That recommendation (number 106) was by a divided vote and was made shortly after the American Public Health Association had adopted its historic policy statement on population in 1959 and after President Eisenhower had rejected birth control as a proper governmental activity or responsibility. It has taken most of the decade for the nation to complete a remarkable reversal of policy. Meanwhile, the states and cities, with slowly increasing but still inadequate Federal financial support, have made a good beginning on implementing the policy by making family planning services a part of health services.

Tax Supported Voluntary Family Planning

Much confusion exists regarding the goals of tax supported voluntary family planning programs. Some of the poor, particularly poor Blacks and poor Chicanos, suspect the motives of politicians and bureaucrats who reverse any policy affecting the welfare of the poor. When the policy affects so vital and personal an issue as how many children one has, individual suspicions increase, especially when one stated aim is saving tax dollars which would otherwise be spent for welfare. When even a few legislators or bureaucrats try to make family planning a condition for receiving welfare payments, individuals certainly have cause for alarm. Religious conflicts about birth control are also evident. Although the last of the puritanically induced Comstock Laws was repealed during the 1960's, puritanical feelings about sex with birth control linger.

The basic objective of family planning programs in the United States today should be to enable all individuals to have family planning opportunities and services. Each individual has the right to decide for himself on the basis of social norms, and his own family goals and resources, when and how many children to have. Safeguards are essential to protect welfare recipients and members of religious and racial minority groups from any type of coercion. A wide range of services should be provided so that each individual can select a contraceptive method best suited to his beliefs and life style.

Current Status of Family Planning

National fertility surveys of the United States in 1955, 1960, and 1965 have documented the fact that, despite legal and religious restrictions, the American people use contraception extensively. Excluding the one-tenth of the population of reproductive age who are definitely sterile (largely because of surgical sterilizations, half of which are performed primarily for treatment of a pathological condition) about eighty-five percent have voluntarily used a method of contraception at some time. Most Americans obtain their family planning services and supplies from private physicians, pharmacists, and other consumer outlets for the various kinds of contraceptives produced by private industry, with quality controlled by the Federal Food and Drug Administration.

Use of different methods of contraception has shifted rapidly as new, more effective methods have become available. In 1955, 27 percent of contraceptors used condoms, 25 percent diaphragms, and about 22 percent rhythm. In 1965, 24 percent used oral pills, 18 percent condoms, 13 percent rhythm, and about 10 percent diaphragms, and a small but increasing proportion intrauterine devices.

With very few exceptions, family planning services were not permitted as part of health and medical services provided by government agencies until the early 1960's. This policy, in effect, forced many women to bear unplanned children. When health workers in the late 1950's and early 1960's realized this, public health leadership pressed to make family planning equally available to all. Although tax savings from eliminating obstetric costs and welfare payments certainly made new family planning programs more palatable to legislators, rarely were savings the prime motivation. Similarly, while some legislators and bureaucrats in some sections of the country (and some sponsors of private family planning organizations) support these programs because they want to see Black birth rates decline, the majority of individuals responsible for public family planning programs clearly wish to prevent coercion of any kind. Furthermore, except for surgical sterilization, present methods are fully under individual control; for example, a woman may discontinue the use of her oral contraceptives at any time, or a man may elect not to use a condom at any time.

Most women have responded remarkably to the availability of services and improved methodology. Rarely has a health measure, especially so personal a one, been so readily and widely accepted. Studies document that, when family planning services are included in public obstetric services, the number of women who usually return for postpartum checkups increase from one-quarter or one-third to over three-quarters. Nevertheless, publicly-supported family planning programs are still too new and inadequate to measure their effect on unwanted births. In 1970, the Family Planning Service and Population Research Act was enacted. This authorizes $382 million over three years to expand research capacity, training facilities, and service activities within the United States. This is much less money than will be needed for future service and research in this field.

Current Needs in Family Planning

We are still a long way from achieving the national goal of providing adequate voluntary family planning services to all by 1974. Present estimates indicate that adequate family planning services are unavailable to over four million individuals in the United States. In this country where 97 percent of babies are delivered in hospitals, it would appear a simple matter to add family planning to existing health services. But many problems exist: in much of our country prenatal, postnatal, and infant health services for the poor are inextricably related to the problems of developing and financing comprehensive personal health services for all individuals and families.

Family planning services for the poor, however, should not and must not wait until comprehensive personal health services are available. Family planning services can be provided in the interim by various combinations of services and facilities, depending largely on pre-existing services and local interests. Services, for example, may be provided:

As an essential element of comprehensive family care by private physicians, group practices, hospitals, pharmacists, and others in states implementing Title XIX of the Social Security Act

As an essential element of comprehensive maternity care in all Federally financed maternity and infant care services

As an essential element of public hospital and health department inpatient, outpatient, and home maternal health services

As an essential element of family services provided by community and neighborhood centers financed by the Office of Economic Opportunity

As a separate, important activity in private or public family planning clinics where none of the above resources are locally available.

Whatever form such interim services may take, it should be recognized that anything short of family planning services as part of comprehensive family health services is a temporary expediency. Such services should facilitate, not delay, the development of comprehensive care.

Funding for Family Planning Services

In the past, Federal funding has included a requirement for state and local agencies to provide a percentage of the cost on a matching basis. This has perpetuated a system whereby the rich agencies easily acquire funding while the poorer agencies, usually with the most desperate need, may be denied funding because of inability to acquire matching funds. *We recommend that no matching requirements apply to family planning service funds about to be made available under the Family Planning Service and Population Research Act of 1970.*

Local Planning

Maximum local participation by the consumer in determining any family planning program is a necessity. Even voluntary family planning is controversial and motivations vary in different parts of the country. The degree of community involvement will parallel the effectiveness of any program. *We therefore recommend that consumers be involved in a meaningful way in all phases of the program* (planning, development, implementation, and evaluation).

Manpower for Family Planning Services

Even with money and good local planning, essential manpower must be provided in all program phases. Family planning programs offer many opportunities for pioneering use of specially trained workers, not only to achieve the 1974 goal in family planning services but also to provide the base for additional future services. *We recommend that:*

Certified nurse midwives, professional graduate nurses, and paramedical personnel be trained and permitted to assume medical activities, such as performing physical examinations, administering contraceptives, counseling, and program administration

A systematic network of training resources be established to meet critical shortages

Career ladders be established for all family planning personnel.

Education for School-age Parents

Shocking statistics show that one-third of all deliveries in the United States are to mothers 19 years of age and under, and increasing numbers of mothers are in the age group 15 and under where the risks to the mother and the baby are of the highest order. Unfortunately, in many states, the legal framework and local customs do not allow vital services to be provided to this high-risk group. *We strongly urge the removal of all impediments to the education of school-age parents in family planning.*

Program Evaluation

Basic information on public family planning programs has been limited severely by the great variety of funding sources and providers of services. *We urgently need a mechanism for systematically reporting and analyzing program, survey, health, and natality data.*

Population Policy

The Crises

Family planning and family economics must also be considered in the broad context of the crises of population growth facing all mankind. The size, growth, and distribution of the United States population, subjects formerly the esoteric preserve of the scholarly profession of demography, have become in recent years increasingly debated issues of public policy. Not only are the calamitous consequences of rapid population growth generally acknowledged in less developed areas of the world, but concern is also widespread that our own population has been growing, and will continue to grow, at a rate that threatens to produce acute social, educational, economic, and environmental problems.

Wide disagreement exists about population growth in the United States. It begins with the very question of whether there is or will soon be a population problem. Even those who agree that a problem exists cannot unanimously agree on the definition of the problem or on proposed solutions.

On one side, many view population growth as a problem second only to war. A number of population experts have handed mankind a stark choice—population control or race to oblivion; they depict overpopulation as the dominant problem in all our personal, national, and international planning. Even the National Academy of Science has warned that "in the very long run, continued growth of the United States population would first become intolerable and then physically impossible."

On the other side, some experts contend that the country is not in a population crisis and does not face an impending crisis in the sense of having more people than the nation can sustain at a high level of economic and cultural well-being. They point out that the trend of the annual growth rate has been downward since the pre-Civil War period. This viewpoint is supported by the recent decision of the United States Census Bureau to lower its estimate of the range of population growth of the United States population by the year 2000.

In the nonindustrialized countries, population increase can prevent the fulfillment of basic human needs—the need for enough to eat, for a place to live, for a job. In the industrialized countries, the increase may deprive us of the personal freedoms, pleasures, and quality of environment that are only possible after basic human needs are met.

Quality of life, then, is a criterion for judging the population problem in the United States—the kind of life one can lead in terms of health, education, housing, work, play, and personal freedom. An additional criterion is the relation of the United States population size, with its high level of per capita consumption, to the rest of the world's people and resources.

At President Nixon's request, Congress established in March 1970 the Commission on Population Growth and the American Future to study alternatives for United States population growth and their consequences for our quality of life. The Commission held its first public hearing during the White House Conference on Children, and testimony was considered in writing this report. The White House National Goals report of July 4, 1970, also recognizes the focal nature of population growth (and distribution) goals relative to all other national goals.

Population Stability in the United States

The White House Conference on Children considered carefully the effect various possible population problems would have on the quality of life of children in the seventies. *The Conference concludes that the enhanced well-being of children requires the early stabilization of United States population. We recommend a national program to educate all citizens in the problems of population growth for the purpose of achieving early population stability.* While it is true that birth rates are much higher among the poor and among Blacks, middle class whites constitute the largest number of people in the United States. Birth rates among the poor and Blacks are not high enough to offset the effects of the larger number of middle class whites. This means that population growth in the United States occurs primarily because of reproduction of affluent and middle class whites who in 1965 through 1970 produced 70 percent of our births. Therefore, particular attention should be directed to reducing their natality.

We urge a national policy of early population stabilization because United States population growth *must* stabilize eventually. Only a small fraction of finite earth is ours to inhabit, and the problems facing the country grow more severe as our population grows.

Zero Population Growth

A stationary population, or zero population growth, means that the birth rate equals the death rate and that net migration is zero. With a stationary population, each female, on the average, replaces herself during her lifetime with one female child who lives and, in turn, replaces herself. Given the present ratio of males to females at birth, this means that the average woman would have 2.11 live births for replacement reproduction. If all births occurred in wedlock, population stabilization in the United States would mean an average of 2.4 live births per married woman; given the present proportions married and sterile, the average married fecund woman would have 2.47 live births.

The achievement of replacement reproduction in the United States without coercion appears possible. The latest national data indicate that if perfect contraception and/or induced abortion were available so that families had only those children they wanted, in 1965 we would have had an average 2.5 live births per woman. Changes in education, in alternative roles for women, and in present economic incentives might well close the gap to the 2.11 needed for stabilization. Particular attention should be paid to encouraging women to find satisfactions beyond motherhood and to providing opportunities to achieve those satisfactions. The process should be speeded by governmental programs and incentives for employers to provide part-time work opportunities and high quality child care, plus assurance of equal pay and equal jobs.

Even if replacement reproduction were achieved by 1971, about seventy years would be required to reach a stable population (zero population growth). Since birth rates are influenced by the proportion of the population in the reproductive age group, 15 to 44 years, the high natality levels following World War II have led to a larger proportion of women in that age group than there would be in a stationary population. Thus, the population of the United States would continue to grow for about seventy years before plateauing at 285 million. The longer we wait to achieve replacement reproduction, the larger that population will be and the greater the problems our children and their children will face.

Forum No. 16 Members

Leslie Corsa (Chairman)

Faustina Solis (Vice Chairman)

Herbert Avery

Helen Barnes

Hildegard Heins

Hazel Hutcheson

Theodore Ingalls

Kathleen Roderick

Philip Sarrel

Jill Scheu

Patricia Schiller

Rodney Shaw

Samuel Taylor

Helen Thal

Noah Weinstein

Child Care

Developmental Child Care Services

Report of Forum 17

White House Conference
on Children 1970

Introduction

The members and delegates of this Forum (representing private, state, local, and parent organizations, business, and private industry throughout the nation) are shocked at the lack of national attention to the critical developmental needs of children. We urge the recognition of day care as a developmental service with tremendous potential for positively influencing and strengthening the lives of children and families, and we urge the eradication of day care as only a custodial, "baby-sitting" service.

The fundamental issue is how we can arrange for the optimal nurturance of today's children at a time of profound change in the American family and its living conditions. The responses to the changing needs of children, families, and communities have been a variety of part-time child care arrangements outside the family. Too many of these ideas and experiments are isolated from each other and from existing community resources. Too often, thought about such programs is fragmented into restricted concepts—nursery schools, babysitting, preschool enrichment centers, or child care service for parents in job training. These programs are not a full solution, but are individual responses to parts of a general and growing national need for supplementary child care services.

Although this paper considers the broad range of needs, it focuses on developmental child care which we define as any care, supervision, and developmental opportunity for children which supplements parental care and guidance. The responsibility for such supplementary care is delegated by parents (or guardians) and generally provided in their absence; however, the home and family remain the central focus of the child's life. Parents must retain the primary responsibility for rearing their children; but society, in turn, must recognize its role in the ultimate responsibility for the child's well-being and development.

Developmental child care should meet not only normal supervisory, physical, health, and safety needs, but should also provide for the intellectual, social, emotional, and physical growth and development of the child with opportunities for parental involvement and participation. Day care can be provided in public and private day care centers, Head Start programs, nursery schools, day nurseries, kindergartens, and family day care homes, as well as before and after school, and during vacations.

Child care is a service for all children—infants, toddlers, preschoolers, and school-age children. Regardless of the hours, the auspices, the funding source, the name of the service, or the child's age, the program should be judged by its success in helping each child develop tools for learning and growing, both in relation to his own life style and abilities and in the context of the larger culture surrounding him.

The Need: Some Data

Many forces are converging to accelerate the need for day care: female employment; family mobility; urbanization; community mobilization to fight poverty; the rise in single-parent families through divorce, separation, or other causes; pressures to reduce the public welfare burden; and realization of the needs and opportunities for early education in the broadest sense.

The most direct force is the growing number of employed women. Since the beginning of World War II, mothers have increased almost eightfold.(1) Today half of the nation's mothers with school-age children are working at least part-time (a third with children under six years), (2) and by the 1980 White House Conference on Children, working mothers of preschool children alone are expected to increase by over one and one-half million. (3) Although the primary motive for women to work is economic —to provide or help provide food, housing, medical care, and education for their families (4)—increasing numbers of women work for the personal satisfaction of using their education, skills, and creativity. Many more women, often those with critically needed skills, such as nurses, would work if they could be sure of adequate care for their children. (5) More women are demanding more choices in their lives: choices in parenthood, in jobs, and in family roles. The result—more than twelve million children under fourteen had mothers working at least part-time in 1965; four and one-half million of these children were under six.

What happened to those children while their mothers worked? Thirteen percent required no supplementary care since their mothers worked only while they were in school. For the remaining eighty-seven percent, a variety of arrangements were used. Forty-six percent were cared for at home by the father, another adult relative, a sibling (often a child himself), or someone paid to come into the home. Fifteen percent were cared for by their mothers on the job, and sixteen percent were cared for away from home, half by a relative and half in small "family day care homes." Only two percent of the children received group care in a day care center or nursery school, and eight percent received no care at all (including 18,000 preschoolers). (6) These percentages vary, of course, for the different age groups. The complete picture of supplementary care must also include the hundreds of thousands of children attending nursery school whose mothers do not work. (7)

If all these care arrangements were adequate, we would have to worry only about the almost one million "latch-key" children who received no care. But many of these care arrangements do not even assure immediate physical safety, as child accident rates show. We know very little of the quality of care given by nonmaternal sources in the home, but of the outside arrangements, far too many are unlicensed, unsupervised, and chosen because they are the only available care alternative. Even the many dedicated women who put effort and love into their "family care" or nursery school often lack the training and the educational, medical, physical, and financial resources to meet the needs of a growing child. A recent nationwide survey of child care has turned up far too many horrifying examples of children neglected and endangered in both licensed and unlicensed centers. (8) In a study of New York City, 80 percent of the known and inspected day care homes were rated as inadequate. (9) Since the major failings were related to inadequate resources and physical facilities and since the homes were in the child's neighborhood, it is reasonable to assume that other neighborhood home care sites, including the child's own home, would rate no better using the same criteria.

The dramatic rise in the need for child care services caused by changing employment patterns has partly overshadowed the great needs evident since well before the first White House Conference on Children in 1910. Special programs are required to serve the needs of children suffering emotional disturbance, mental retardation, cerebral palsy, and other handicaps; to assist families with such children by relieving the parents of some of the burdens of full-time care; and to help strengthen families in difficult situations by offering child care and attention perhaps otherwise unobtainable. These needs still exist, and in large numbers. Over eleven percent of school-age children have emotional problems requiring some type of mental health service. (10) The vast majority of these five million children, and preschoolers with similar problems, can be treated by trained professionals and paraprofessionals "working in settings not primarily established for treatment of mental illness." (11) Three million persons under the age of 20 are mentally retarded; with adequate training and continued support, most could learn to care for themselves, but special education classes reach only a quarter of those needing them. (12) Similarly, many of the thousands of families with children handicapped by blindness, cerebral palsy, and other disorders, are unable to find the necessary assistance in caring for their children. Partly in response to these facts, the recent Joint Commission on Mental Health of Children recommended the "creation or enlargement of day care and preschool programs" as a major preventive service, with an important potential role in crisis intervention and treatment services. (13) These programs, they said, should be "available as a *public utility* to all children." (14)

For all these needs, about 640,000 spaces for children presently exist in licensed day care homes and centers. But this number compares to a need estimated at several million. (15) Even though the number of places has risen rapidly in the past five years —from 250,000 to 640,000—the total picture has improved little; while the 400,000 places were being added, the number of children under age six whose mothers were working increased by 800,000. (16)

Answers Old and New

The social institutions traditionally responsible for child care have generally treated the new needs simply as more of the old. For decades, "day care" has been part of "child welfare," where it has been "tended by a devoted few, condescended to by many." It is still widely believed that only mothers on the verge of destitution seek employment and outside care for their children; that only disintegrated families, where parents are unfit to give even minimal care, seek outside support. The need for supplementary child care is often viewed as the result of other pathology in the family, its use justified only in forestalling greater disaster for the child. (17)

The child welfare concept of day care—as a service to poor and problem families—has contributed to the resistance to enlarging services to cover broader segments of the population. Inadequately funded and primarily concerned with the care and protection of children, agencies have usually responded by creating supervised centers for care, and/or promoting additional regulation and licensing of less formal child care arrangements.

Both approaches have failed to meet the current demand for day care arrangements. Although thousands of families are unable to find care for their children, some group care centers show serious under-enrollment. One study found that nearly three-quarters of the centers in one city had spaces available; the same study found only 250 officially approved and licensed day care homes serving the community, compared to several thousand women providing care in informal and unregulated arrangements. (18)

The reasons that the traditional responses have touched only a minor part of the present supplementary child care needs are complex, but include lack of community understanding of, and commitment to child care, inadequate community coordination and information on available programs, the high cost of center care, and parental preference for convenient and personal arrangements. This points to a need for sponsoring agencies to be flexible and responsive to family needs. Families must be encouraged to understand and seek quality care. The needs and uses of child care services have changed more rapidly than our understanding of the situation and our ability to respond to it.

The point is that developmental child care is no longer needed primarily to buttress disintegrating families. Economics, divorce, education, cultural values, and other factors have led to a variety of family situations. The working mother is no longer a "misfit," and the family is not the simple mother-father-child picture usually assumed. By the end of this decade, it is possible that most American children will have working mothers, and there is no reason to think these mothers will be less concerned than other mothers about the care their children receive, or that their employment will, of itself, lead to destructive deviations from normal parent-child relationships. (19)

Because the primary need for child care is to help functioning families lead more satisfying lives, and not to replace families, services which are not responsive to the variety of family needs will not be adequate. We must understand the process by which families choose a particular child care arrangement. In general, they are looking for supplementary care that is flexible in hours, reasonable in cost, convenient in location, and, often last, dependable in quality. (20) The challenge we face is to develop a system of services with at least three effects: making parents more aware of quality in child care programs; assisting parents in maintaining their parental responsibilities; and delivering good care to all children, regardless of the specific arrangement.

Although as a nation we lack an adequate system of developmental child care services, many local efforts have been fruitful during the past decades. Thousands of children and families have benefited from the programs developed and sponsored by church groups, parent cooperatives, community organizations, and small proprietary operations. As more services are developed, the progress and wisdom gained from successful efforts must not be lost.

A New Force: Child Development

Next to the growing number of employed women, the second force in the increasing demand for making available supplementary child care to all citizens grows out of recent discoveries on the importance of early experience on human growth and development. Psychologists, pediatricians, psychiatrists, educators, nutritionists, anthropologists, and other investigators continue to document the critical significance of the first years of life. The central finding is that during the years when a child's body, intellect, and psyche are developing most rapidly, his conditions of life will profoundly influence his later health, motivations, intelligence, self-image, and relations to other people. (21)

Every moment of a child's life is learning—what he can and cannot do, what adults expect and think of him, what people need and like and hate, what his role in society will be. His best chances for a satisfying and constructive adulthood grow from a satisfying and constructive childhood and infancy.

Sound development cannot be promoted too early, for the early experiences will be either supportive or destructive. The President's commission on Mental Retardation estimated that three-quarters of mental retardation in America could not be related directly to genetics (such as mongolism or Down's syndrome), physical damage, or other organic factors and was typically associated with geographic areas, where health care, nutrition, and developmental opportunities are usually minimal. (22)

One reason why many social institutions formerly resisted extra-familial child care was their deep belief in the importance of family life and fear of the possibly destructive results of separating a child from his mother. The institutional syndrome of maternal deprivation found in many orphanages was attributed to any separation from the biological mother, rather than to prolonged separation combined with other institutional conditions such as perceptual monotony; little interaction with adults; and lack of a basis for self, family, and historical identity. Traditional guidelines viewed day care as a last resort because the institutional findings were over-generalized to include the part-time—and very different—separation involved in day care, where the child returns daily to the family. (23)

While it remains supremely important to ensure against deprivation of adult care, it now appears that with adequate planning even full day care can sustain the emotional adjustment of infants and leave intact their attachment to the mother. (24) In addition, it is becoming clear that day care holds an important potential for providing all children with "the essentials of experience" which support optimal development. Although until recently few attempts were made to evaluate objectively the efforts of full day care, abundant research documents the possibility of desirable effects associated with some variety of experience outside the home which involves careful planning of the environment for the young child. (25) New research is accumulating to demonstrate that day care projects can provide programs highly beneficial to the social and intellectual functioning of children. (26) When programs are successfully integrated with, and followed up by, the public school system, the possibility of maintaining these advantages remains high.

It is also important to realize that the *place* where care is given is not the most significant dimension for a child. The issue is the *kind* of care given: how he is handled, what abilities are nurtured, what values are learned, and what attitudes toward people are acquired. The child can learn to trust or hate in a neighbor's apartment, in a commune, in an expensive nursery school, or in his own house. Parents have realized this, and their fear of exposing their children to destructive influences, along with a wide-spread misunderstanding of children's needs and their relationship to our particular nuclear family arrangement, have tied "women more tightly to their children than has been thought necessary since the invention of bottle feeding and baby carriages." (27)

Our traditional model of the biological mother as the sole and constant caretaker is, in fact, unusual. In most cultures and in most centuries, care has been divided among the mother, father, sisters, brothers, aunts, grandparents, cousins, and neighbors. Universal education for older children, the geographic mobility of families, and the social isolation of many people in the cities have drastically limited these resources for the American mother. As a result, we are now faced with the need for new options for child care. The "day care" option involves placing the child for a substantial part of his day in the care of a person who initially has no close social relationship with the family. Like the location of care, this may be of little importance by itself—it is the developmental concern of the care, whatever its source, which is the world of the child and which influences the future adult.

Day care is a powerful institution. Quality service geared to the needs and abilities of each child can be an enormously constructive influence. But a poorly funded program, where children are left with few challenging activities and have little relationship with or guidance from adults, can seriously jeopardize development. A day care program that ministers to a child from six months to six years of age has over 8,000 hours to teach him values, fears, beliefs, and behaviors. Therefore, the question of what kinds of people we want our children to become must guide our view of day care. Scientific knowledge can point to several possible dangers and can suggest principles for sound programs. But the program which best suits a particular child in a given community cannot be predicted in any precise way. After all formal standards and guidelines have been met, parents and organizations must still remain open and responsive to the needs of individual children.

Child care programs cannot hope to meet the needs of children unless they are responsive to parents' values and their understanding of their own children. Similarly, parents can learn a great deal about meeting the needs of their children by remaining open to new knowledge about child development. One of the socially beneficial aspects of a day care program is that it provides a forum for parents and staff to pursue jointly new understandings to guide child-rearing endeavors.

Day Care, Politics, and Reality

A third factor behind the concern with day care is pragmatic. A growing number of mothers want to work and will seek the benefits of good care for their children and for themselves. In addition, such programs as Head Start have made the public aware of the vast potentials which can be realized if we commit ourselves and our country to providing a sufficient number of quality programs which encourage a new vigor for life in children, families, and communities.

Given a taste of such programs, the public is becoming anxious for continuation and expansion. To discuss at length whether day care is an economic luxury, a political right, or a social tool ignores the tremendous need for supplementary care which exists today, a need which parents will continue to meet the best they can with whatever resources are available. *The question is not whether America "should" have day care, but rather whether the day care which we do have, and will have, will be good—good for the child, good for the family, and good for the nation.*

As with any question of economic and social resources, people with the least private access to them deserve primary consideration in the allocation of public resources. Good developmental child care can cost $2,000 to $5,000 per year, and even most middle-class families cannot bear such costs.(28) Sliding scales for payment —from 0 to 100 percent—must be developed to enable all citizens to participate as we build toward a system of developmental child care available to all parents who seek it and all children who need it.

The ability to pay for care, though, is not the same issue as the need to find care. There are many segments of society which need supplementary developmental child care. Employment rates are higher for mothers who are the sole support of their children, and higher for those whose husbands earn less than $3,000 a year; but most working mothers have working husbands earning more than $5,000 a year. The most rapid rise in seeking work and child care is occurring in the group of mothers with the most education.(29) The problem facing our public and private institutions is to organize and pay for good services for all families.

The Challenge

There are two clear issues in developmental child care for American children: the comprehensiveness and quality of care which all children deserve; and the responsiveness and flexibility of social institutions to the changing needs and desires of American parents. The best care, with stimulating and nurturing personnel, will be wasted if offered in programs which will not be used by families as they adjust their own social, economic, and personal needs. Simply keeping the child during parents' working hours without applying our utmost expertise and common sense for his sound development is as cruel and absurd as feeding him only minimal nutrition required to sustain life and expecting a vigorous and healthy body. We need not just day care centers so mothers can work, nor just preschools. Rather, we must respond as a nation to the changes that we as individuals are living, changes in our views of family roles and in the needs of our families with children. Our lives are changing more rapidly than our institutions. We must develop a network of voluntary supplementary child care, flexible enough to be part of family life, able to promote the full development of our children, and readily available to all families with children. We must commit our heads, our hearts, and our pocketbooks to this task.

Planning Supplementary Child Care Services

Forum 17 believes that the following points should be carefully considered in planning developmental child care services.(30)

Settings and Facilities

Although the location of child care is not a crucial factor, different settings can influence how well a particular service fits the needs of a family. For example, a center for children of two to six years adjacent to a factory may be useful in some circumstances. But problems will arise if the mother of a three-year-old also has an infant or a school-age child who will need some other care; or if the mother changes jobs and the child is no longer eligible for that center; or if difficult public transportation must be used. For a mother who works short hours, the family day care home run by a neighbor or a home-visiting service operating out of a child care center may be most useful. Families which must move frequently —migrant and seasonal workers, military personnel, and so on—face additional problems. Special settings may also be needed for evening care for children whose parents work unusual hours; or for short-term, crisis care in the case of death, illness, or arrest of a parent.

It is important that facilities "feel comfortable" to the children they serve. Ramps and other aspects of design may appreciably improve the handicapped child's view of his importance and belonging in the center. For normal children, too, one goal of design should be to foster their development; there is much room for innovation here. Facilities also have a role in the community; store-front, split-level modern, or whatever, a child care center should fit its community's view of what is appropriate and important.

The lack of funds for renovating and constructing facilities has inhibited the growth of more and innovative services. If a program must be revised to accommodate limitations of the available settings, crucial program elements for the child or the family may be slighted or eliminated. Every effort, therefore, must be made to provide facilities and settings for the services which encourage program flexibility and quality and are most appropriate to a given set of needs.

Personnel

There are not enough trained day care personnel to staff current programs, and expanding the services will increase this shortage. If half the four- and five-year-old children of working mothers were served by programs following the Federal Interagency Standards ratio of one adult to five children, over 35,000 trained personnel would be needed to staff those programs alone.

Recent attempts to define the skills needed by these workers have stressed general human abilities and sympathies, and specific training in child development, family relations, and community involvement. The need for persons with a variety of expertise suggests that active cooperation between educational institutions, local businesses, and individuals in the community can be very profitable. Academic training is by no means necessary for all persons who work with young children, but experience and training are essential for directors and head teachers if children are to receive quality care. In-service training of local persons has proven a valuable procedure for many day care programs, serving the joint purpose of producing excellent staff who know the life situation of the children and of using resources efficiently. Local colleges often help with planning and running the training programs and provide academic credit for those interested and able to develop careers in the field. Such career ladders are an important part of training programs. New roles are also needed for workers, both in terms of the duties they perform and the persons who fill them. Some programs are now being developed for personnel to administer basic health services and other program elements. Teenagers and older citizens, both male and female, can also work in programs to the benefit of both themselves and the children.

Programs

In the end, the content of a child care program is most important to the development of the child. Children need to learn social and intellectual attitudes and skills that will enable them to cope successfully with society and meet their own individual needs. A good program, then, must attend to all areas of growth: social, physical, emotional, intellectual, and spiritual. How these elements are combined in the program will depend heavily on such factors as the type of service and the other developmental resources of the community. Several points stand out, however, as especially important.

A good program must focus on the development of warm, trusting, and mutually respectful social relationships with adults and other children. Such relationships form the basis not only for the social and personal development of the child, but also for his future ability to learn from others.

The program must help develop self-identity so that each child views himself and his background as worthy of respect and dignity. A child's image of himself as a member of a racial, cultural, linguistic, religious, or economic group is basic to a strong self-concept. Cultural relevance, therefore, is not a separate political issue but an integral part of human development. Supplementary child care must not alienate a child from his family and his peers. Those in charge of programs must be knowledgeable of and sensitive to the values and patterns of life in the children's homes. To help correct past inadequacies and injustices and move toward a truly human heritage for future generations, children must also learn about our diverse cultures and their contributions to modern America.

Provisions must be made to ensure nutrition and health care that focus on promotion of optimal health and prevention of disease, as well as the identification, evaluation, and treatment of existing health problems. Integration of health services with other child care services is essential.

Attention must be given to the full development of each child, taking into account his or her individual ability, personality, imagination, and independence, and resisting the degradation caused by racist, sexist, economic, cultural, and other stereotypes.

A good program should utilize the knowledge and resources of those trained in, and familiar with, child development to foster the maximum potential of each child as well as to utilize their knowledge for selection and use of equipment, space, and methods to achieve the desired goals in a comprehensive child care program.

The inclusion of parents in the affairs of the program is a vital element in the value of the program.(31) It is important that families maintain the feeling of responsibility for, and involvement with, their children. Parental participation can be at several levels, depending on the particular family's skills and available time. The aim is mutually beneficial communication between the program and the parents. Parental control of fundamental aspects of the program is also important; this is one reason informal and private arrangements are preferred by many parents.

In institutionalized group care facilities, especially when supported by public funds, legal issues may become complicated, but they nevertheless remain secondary to the principle that child care centers, like governments, are instituted to serve the people. The power of control, therefore, should ultimately rest with those affected by the programs. Children, whose lives are the most affected, cannot vote for either policy-making bodies or public officials, but they must not be forgotten. One concern of day care as an institution should be to act as a voice for children.

Licensing

The licensing of out-of-home care for children can serve the dual purposes of protecting children and their families from inadequate care and of helping agencies and individuals improve their programs through providing, promoting, or coordinating training for staff in administration, program planning, and daily interaction and understanding of children. Unfortunately, many licensing authorities do not live up to these possibilities because regulations are inappropriate or because their own training and funding are inadequate. In some cases, the complexity of local, state, and other requirements impedes the establishment and expansion of programs, both good and bad. Too often, regulations focus on physical facilities and on superficial differences in services, such as "nursery schools" versus "day care centers," and ignore crucial areas such as the inclusion of specific program elements. The creation of licensing agencies with the resources and power to take strong action against harmful programs and equally strong action for better care is one of the most important challenges in working for a flexible network of quality child care services.

Organization for the Delivery of Services

The need for coordination in the delivery of services arises in every discussion of day care needs. We see the goals as coordination and consolidation at upper levels, with coordination, diversity, and flexibility at local levels.

Although the Federal government is making efforts at coordinated planning through such actions as the Community Coordinated Child Care Program (4-C), designed by the Federal Panel on Early Childhood, it is currently operating over 60 different funding programs for child care or child development. Among these, there are at least seven separate programs with funds for operating expenses, nine personnel training programs, seven research programs, four food programs, and three loan programs, Only a few of these, however, are aimed directly at child development; most were set up for other purposes and day care or child development is only ancillary. Funding, moreover, is grossly inadequate, and state and local support is, with rare exceptions, minimal or non-existent.

As a result of such overlap, child care centers funded by different sources could compete for the same children. In other cases, proposed and needed centers cannot get funded. Lack of coordination may mean frequent placement changes for children. And, ironically, the complexity of sources can result in sorely needed funds remaining unknown and unused.

One solution to this set of problems would be to establish a Federal mechanism for consolidation, and local structures for coordination and diversity.

At the Federal level, consolidation of administrative responsibility for children's programs is urgently needed. The present administration has taken a significant step in establishing the Office of Child Development (OCD) and assigning to it responsibility for day care services. However, the responsibilities have not yet been designated for all programs concerned with early childhood development. Thus, Head Start and other programs could remain within OCD, while day care services delivered as part of the Family Assistance Plan could operate quite separately. This arrangement would violate both the ethical and scientific arguments against segregating children on the basis of financial need. Furthermore, health, educational, psychological, and social services are all part of the many-faceted approach which early childhood programs should include. Developmental day care services should be consolidated in one arm of the Federal Government, charged with general responsibility for all aspects of child development. Child development programs should focus on the child, not on his parents' status or on a bureaucratic division.

At the state and local level, maximum flexibility is needed and is compatible with a democratic form of government. To provide for diversity of programming and sponsorships which can best meet the needs of each community, parent, and child, a mechanism should be established to coordinate the several branches of government involved in the provision of day care services; non-public agencies, involved either directly or indirectly; and a substantial number of parents. Such a coordinative arrangement would serve to share knowledge of funding sources, to process information on the establishment and operation of programs, and to centralize such resources as training and purchasing. A community-wide planning process would determine the priorities of need and funding which would ensure both the continuity of services and the generation of new programs.

The need for supplementary child care services is so great that only by cooperation of all parties can it be met. Estimates of the cost for the immediate unmet needs are on the order of two to four billion dollars a year. Only the Federal Government can mobilize such funds on a coordinated basis; but other sources, public and private, will also be vitally needed for the foreseeable future. Industry, business, and the university can be especially helpful by contributing expertise in organization, accounting, training, and other areas to local and state planning groups. They may also play a special role by supplying starting funds and some operating expenses to community child care services in return for a guaranteed number of places for the children of their employees.

ommendations
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d Care Services

We recommend that a diverse national network of comprehensive developmental child care services be established to accommodate approximately 5.6 million children by 1980 through consolidated Federal efforts via legislation and funding, as well as through coordinated planning and operation involving state, local, and private efforts.

The network's ultimate goal is to make high quality care available to all families who seek it and all children who need it. By 1980 it should be prepared to accommodate approximately 5.6 million of the estimated 57 million children potentially requiring developmental day care services, at a yearly cost of approximately $10 billion. Immediate efforts should be made to accommodate at least 500,000 children in each age group (infants, preschool, and school-age). These efforts will require $2 to $2.5 billion of Federal money per year, assuming that this amount can be matched from non-federal sources, local, state, and private.

Such a network must be comprehensive in services, including at least educational, psychological, health, nutritional, and social services; and the services must support family life by ensuring parent participation and involvement as well as including a cooperative parent education program.

The network must offer a variety of services including, where appropriate, group day care, family care, and home care, as well as evening and emergency care. Services must cover all age groups from infants through elementary school age.

Local coordination of child care services through a Neighborhood Family and Child Center should be strongly considered whenever appropriate. The Center would:

Offer all the comprehensive and supplementary services outlined above.

Serve as an outlet for other programs and services and as a meeting place for parent and youth groups so that it may help create a community without alienation and separation.

Enabling comprehensive Federal legislation must not only provide funds adequate for operating programs (up to 100 percent where necessary) at the levels projected above, but legislation must also:

Establish child care services independently of public welfare, ensuring integration of services to all ethnic and socioeconomic groups

Include funds for planning, support services, training and technical assistance; facility construction and renovation; coordination of programs at Federal, state, and local levels; research and development; and evaluation and monitoring

Ensure program continuity through long-term grants and contracts.

The need for private capital in efforts to develop the system is recognized. This Forum approves this involvement only if quality is maintained in all areas affecting the child and/or his family.The use of private funds should be encouraged by: legislation to provide low-cost loans for facility construction and renovation; tax incentives to the private sector to develop quality child care services; and alteration of tax schedules to provide tax relief to families who have children in developmental care.

While working toward the above goal, first priority for spaces should go to children and families in greatest need, whether the need be economic, physical, emotional, or social. One hundred percent funding should be made available for those who cannot afford quality child care; a sliding scale should also be available to those above the poverty level who are unable to bear full cost of the same developmental opportunities as those given children who must be fully subsidized by public funding.

Coordination of services should be ensured through consolidation of all Federal activities relating to child development in the Office of Child Development, and by coordination and planning by state and local bodies. When a state's efforts are unable to meet the needs of its children, direct Federal funding to local projects should be required.

To hasten the achievement of this network, all construction of housing, business, industry, and service facilities (such as hospitals) which receive Federal funds should be required to provide developmental child care services, either by including such services in the construction or ensuring permanent funds for participation in existing or planned facilities.

All child care centers and services should abide by local, state, and Federal laws that apply to non-discrimination in programming, housing, and construction of new buildings. Day care centers should make every effort to support businesses that have nondiscriminatory practices.

Ensure Quality of Child Care Services

We recommend that the quality of child care services in America be ensured through innovative and comprehensive training of child care personnel in adequate numbers; parent and community control of services; and supportive monitoring of services and programs with enforcement of appropriate standards.

To ensure adequate personnel:

The Federal government should fund and coordinate a combined effort by all levels of government, educational institutions, the private sector, and existing child care organizations to train at least 50,000 additional child care workers annually over the next decade.

Education should be provided for training staff, professionals, preprofessionals, and volunteer staff who work directly with children; administrative and ancillary staff of child care programs; and parents.

Special training for parenthood should be instituted in all public school systems, starting before junior high school. It should provide direct experience in child care centers and should include both male and female students.

Joint efforts by educational institutions and existing child care services should be directed at creating new types of child care workers for child care settings. These new positions could be in areas such as health, child development, education, evaluation, and community services.

Educational institutions should ensure transferability of training credits in child care; issue certificates of training which are nationally recognized; and establish a consistent system of academic credit for direct work experience.

Child care institutions should allow paid periods for continuing training and career development. Funding for this policy should be required in all Federal grants for child care service operations.

To ensure that the system is responsive to demands for quality care:

Parents of enrolled children must control the program at least by having the power to hire and fire the director and by being consulted on other positions.

Parent and local communities must also control local distribution of funds and community planning and coordination.

To ensure the continuing quality of child care:

Standards for service facilities and program elements must apply to all child care services, regardless of funding or auspices.

Standards must be appropriate to the cultural and geographic areas, the types of care, and the available resources.

Parents and other community members must play a role in the flexible administration of standards, licensing, and monitoring.

Licensing should allow for some provisional status while the service is being built up, to enable programs to receive full funding.

Federal and/or state governments should provide funds for training monitoring personnel. These personnel must be numerous enough both to observe the services in their area and to work for their improvement.

National Public Education Campaign

We recommend a national campaign, coordinated and funded by a Federal task force, to broaden public understanding of child care needs and services.

The campaign should be directed by a task force of citizens representing the breadth of economic and cultural groups in America who are concerned with the issues of developmental child care services.

Using Federal monies, the task force should contract with several private, non-profit organizations (such as the Day Care and Child Development Council of America, the Black Child Development Institute, the Child Welfare League of America, and the National Association for the Education of Young Children) to prepare and disseminate to the general public and specific institutions information concerning the difficulties, values, needs, costs, and technicalities of child care services. Consumer education for informed selection of child care services should be a major element of the campaign. The campaign should use all forms of media.

The task force should prepare and make public an annual report evaluating its activities and contracts. A cumulative report should be presented to the 1980 White House Conference on Children.

The task force should operate through the Office of Child Development and should feed back to that office any information it receives concerning the public's need for developmental child care services.

The Federal government should additionally contribute to public awareness by providing child care facilities at all Federally sponsored conferences and conventions, including the 1980 White House Conference on Children.

The task force should encourage business and industry to make it easier to be both an employee and a good parent. For example, job hours should be flexible wherever possible, and more part-time jobs, for both male and female, should be made available with prestige and security equal to full-time jobs.

Resolutions by Forum 17 Delegates

We hereby change the title of Forum 17 from "Developmental Day Care Services for Children" to "Developmental Child Care Services." (The title of Forum 17 was changed by unanimous vote in order to stress that the needs of children and families with which we are concerned are not restricted to daytime hours, and that child care must always be developmental, not simply custodial. The content of the paper should make it clear that we are not discussing "child care services" in the sense of adoption, foster homes, or institutional care.)

We, the Developmental Child Care Forum of the 1970 White House Conference on Children, find the Federal Child Care Corporation Act, S. 4101, inadequate and urge its defeat.

S. 4101 (Senator Long's Bill) does not address the basic problem of providing operating funds. Nor does it provide an acceptable delivery system which must place the decision-making authority at the local level and given parents a decisive role in the policy direction of those programs in which their children participate.

As a matter of principle, we do not believe that program standards should ever be written into law. S. 4101 would not only fix standards in law, but would provide for such minimal standards that it would allow the widespread public funding of custodial programs which we vigorously oppose.

Society has the ultimate responsibility for the well-being and optimum development of all children. The implementation of this responsibility requires that child development services such as day care, Head Start, and after-school programs, be available in all the variety of forms to meet the needs of all children whose parents or guardians request, or whose circumstances require, such services. In further implementation of this concept, we propose that all child development services be completely separated from public assistance programs. They must not be developed to lessen public assistance roles but rather as a basic right.

We applaud the President's stated commitment to the healthy development of young children. We believe that the creation of the Office of Child Development has been an important first step in fulfilling this commitment but further steps have not been evident.

We strongly recommend that the administration now act to provide the necessary resources to implement this commitment. The Office of Child Development must be enabled to meet its appropriate responsibilities, including action on the recommendations of the White House Conference.

We support the plan for a children's lobby presented by J. Sugarman, as amended.

We support the recommendations of the Spanish-speaking, Spanish-surname caucus, especially those most relevant to Forum 17 and as amended by it; to wit:

To ensure that the specific concerns of the Spanish-speaking children of the nation not be neglected and that the issues pertinent to groups such as Spanish-speaking American Indians and Black Americans not be diffused, the Spanish-speaking Caucus makes the following recommendations.	Para asegurar que los intereses de los niños de habla-Hispana de la nación no sean despreciados y que los puntos importantes a este grupo no sean olvidados el caucus de personas de habla Española y de nombres Hispanos sugiere las siguientes recomendaciones.
Multilingual, multicultural education must be provided in the schools, on radio, and television, wherever five percent of the child population is of more than one culture.	El sistema educacional del pais, asi como las radio difusoras, televisión y todo medio de comunicación tiene que levar a cabo programas multilinguales multiculturales dondequiera que el 5% de la población de niños representa mas de una cultura.
Among the most disadvantaged children in the United States are the children of Spanish-speaking and Spanish-surname migrant workers. The highest priorities must be placed on immediate implementation of an extensive and comprehensive program to deal with the health, education, welfare, and labor problems faced by these children and their parents.	Entre los niños de mayores necesidades básicas de los Estados Unidos se encuentran los niños de habla y tradición Hispana, que son hijos de trabajadores de labor en agricultura (migratorio y temporal). Debe prestarse altas prioridades a un programa extenso y comprehensivo de ayudar a resolver los problemas de salud, educación, asistencia social, y trabajo que enfrentan estos niños y sus familias.
The child care and child development programs must be controlled at the community and neighborhood level by the parents of the children served so as to ensure the child an environment akin to his cultural	La dirección de todo programa—sea para el desarrollo del niño o cuidar el niño—tiene que estar en las manos de los padres de los niños en el programa. De este modo los padres de familia como representantes de la

and ethnic heritage. Services must be divorced from welfare agencies and must not be used to force or entice mothers to work if they prefer to care for their own children.

comunidad y los barrios mantienen el control y aseguran que el ambiente del programa refleja y respeta la cultura, el idioma y las costumbres del niño. Servicios tendran que ser separados de agencias de Bienestar Público y asegurar que madres que prefieren cuidar sus hijos no serán obligadas de trabajar.

Through parliamentary error, the statement on child care by the Black Caucus was not brought to the floor for a vote by the delegates. It read:

We strongly urge that Federal funding be available for day care centers for all children. Such programs should be planned and directed by the people of the community who use them and that this funding not be through state or local welfare agencies. All efforts to commercialize day care centers should be resisted.

The Forum members support the thrust of this statement.

The statements by the Women's Caucus, and other groups and Forums, supporting universally available developmental child care are also appreciated. The full texts of these statements were not available for detailed consideration by the Forum members at their final meeting.

Special Resolutions by Forum 17 Members

Forum 17 supported the convening of a plenary session to deal with the following conflicts on a conference-wide basis: direct delegate input to the Conference; racism; and neglect of chairmen and vice chairmen in the initial planning of the Conference.

The Forum panel also feels strongly that there has been no convincing commitment of Conference officials or the Federal administration to sincerely act to implement the recommendations of the Conference. We urge the Forum chairmen, vice chairmen, and representatives of the conference caucuses to remain an independent, self-constituted body to continue to report to the delegates of the White House Conference and to the public on the efforts or lack of efforts taken at the national level to implement the Forum's recommendations.

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33. Special thanks are due to the Forum 17 task force on delivery of services, chaired by Dr. Alfred Kahn, for many of the ideas on this topic. Their full report will be available at a later date. The address of Wilbur Cohen to the Forum was also helpful in revising this and other sections.

Forum No. 17 Members

Jerome Kagan (Chairman)

Therese Lansburgh (Vice Chairman)

Arnita Boswell

Bettye Caldwell

Luis Diaz De Leon

Donald Fink

Edith Finlayson

Almavina Garcia

Kino Gonzales

Oddie Hoover

Ruth E. Jefferson

Hope Lugo

Mary Robinson

Evelyn K. Moore

Jule Sugarman

Pauline Barton

Clara Godbouldt

Children Without Prejudice

Children
Without Prejudice

Report of Forum 18

White House Conference
on Children 1970

Once riding in old Baltimore,
Heart-filled, head-filled with glee,
I saw a Baltimorean
Keep looking straight at me.

Now I was eight and very small,
And he was no whit bigger,
And I so smiled, but he poked out
His tongue, and called me, "Nigger."

I saw the whole of Baltimore
From May until December;
Of all the things that happened there
That's all that I remember.

Countee Cullen

Current Status

Many words have been written and spoken about prejudicial attitudes and their adverse effect upon children. Usually, the emphasis is on the minority group child, and this may be why so many Americans feel that the problem is of no concern in their community or to them as individuals. Yet, conclusive evidence demonstrates that prejudicial attitudes, unfortunately commonplace in our society, adversely affect all our children—children of white America, of any and all religious and ethnic backgrounds, as well as the children of the various minority groups. The Committee on Minority Group Children of the Joint Commission on the Mental Health of Children has identified racism as the number one public health problem in America today. Their report states, "The conscious and unconscious attitudes of superiority which permit and demand that a majority oppress a minority are a clear and present danger to the mental health of all children and their parents."

Why, if we are really concerned for our children, have we not taken steps to eradicate this disease? Many of our citizenry would reply that steps have been and are being taken or that "it takes time." Others might respond in terms of nonexistence of a problem or that the "problem is not ours." Or the response might be in a form of a questioning statement—an admission of the existence of the problem and a query as to how it can possibly be resolved.

To solve this problem and rear a generation of children without prejudice, we must necessarily understand the meaning and origins of discriminatory attitudes.

Prejudice has been defined in Webster's Collegiate Dictionary as an injury due to some judgment or action of another, as in regard to a person's right. As Allport wrote in *The Nature of Prejudice*, "Perhaps the briefest definition is thinking ill of others without sufficient warrant."(1) But, as he points out, this definition is not comprehensive; there is no reference to positive or favorable attitudes which may be prejudicial.

We know prejudice is not inborn and that it rarely appears in children before the age of two or three years. It is often a product of conflict and fear and has its real roots in an anti-human attitude—the urge to destroy the humanness of another individual.

In a period of chaotic social change, prejudice is likely to proliferate. The advance of technology, the alienation of man from the satisfaction of work, the altered role of parent and child, as well as the altered role of religion in the community make the task of establishing one's identity extremely difficult. An individual may use prejudice as one means of restoring his damaged sense of self, inflating his ego, or staving off his own breakdown or failure.

Kinds of Prejudicial Attitudes

Personal and family prejudices can, and often do, spill over into the community at large. Such private prejudice provides the emotional energy, the driving force for the acceptance of common prejudices against minority groups by the wider community.

Although discrimination is usually thought of as directed toward those whose skin color differs from that of white America, it is by no means limited to non-whites. Phrases denouncing the poor as immoral, lazy, and shiftless, and as biologically inferior, defy all color bounds. The aged, members of minority religions, female children, the retarded, and the physically handicapped also suffer from discriminatory practices.

All children suffer as a result of the discrimination toward all these groups. Today's trend of dismissing the aged from the family circle and housing them in facilities with their peers deprives children of the sense of continuity of life and of family. Children need contact with the experience and wisdom of years, just as the elderly need the warmth and joy of children.

Prejudicial attitudes toward children *per se* are widespread. Children are the last to be waited on in stores and restaurants; schools, courts, and other institutions too often act as if guided by the old saying, "Children should be seen but not heard." All too often people who design programs for children are administrators who lack knowledge of child development; their programs and institutions, not surprisingly, reflect inadequate thought, knowledge, and concern.

The Most Crippling Prejudice

In this paper, however, we focus upon the most crippling area —ethnic and racial prejudice. In analyzing where American society stands now in relation to prejudice, one fact is clear—as a nation we are becoming more polarized. Some evidence is encouraging; some attitudes of the "youth generation" suggest we are on the verge of a major breakthrough in demonstrating the vitality of America's racial and cultural diversity . . . in achieving integration while preserving pluralism. Other evidence in the areas of politics, economics, education, and housing supports the claim that racism is our most hazardous health problem.

Several national figures have reflected a tone of resignation and despair. Dr. Theodore Hesburgh, Chairman of the United States Civil Rights Commission, has stated that:

> This nation is not really serious about providing equal opportunity for all our citizens. The local, state, and Federal governments and the citizens are not committed to equal opportunity for all. This nation has been told time and time again what must be done. We lack the will to do it.

In 1969, Oklahoma's Senator Harris, a member of the National Commission on Civil Disorders, wrote (in assessing what had transpired since the Commission's report had been issued):

> The response, to date, by the mainstream culture has not been amelioration of grievances but punitive action. This indifference

has robbed all Americans of the psychic energy so necessary for healthy functioning.

Effects upon Minority Group Children

Racism poses its most serious threat to children of minority groups who are targets of prejudicial attitudes. The child from a minority group or low income family soon learns that his relationship to social institutions differs from that of other children. He learns he is likely to live in the least desirable section of town, the inner city, the ghetto, the barrio, the reservation, or the rural depressed areas. He discovers, early in life, that hunger, poor health, and demoralizing housing are the lot of those who live in his neighborhood. Poor transportation and inadequate recreational facilities restrict him to finding what entertainment he can in his home environment or in the streets.

"The conflict and confusion, stemming from the child's need for a sense of personal dignity and his own dignity in the larger society, leads to self-hatred and rejection of his own group."(2) He may react with antisocial, delinquent, withdrawn, or submissive behavior. Or he may rigidly conform to the prevailing middle-class standards and aggressively determine to succeed in spite of the handicaps of his minority status.

Deutsch has written that, "The school does little to mitigate the negative self-image that many disadvantaged children have developed before they enter school."(3) The classrooms are overcrowded and teachers treat the children in accordance with stereotyped attitudes and notions of their backgrounds. Textbooks, as well as television and movies, suggest to the children that the good life is mostly white, and middle or upper class.

Many teachers, supported by culturally biased psychometric tests, respond to children, particularly of minority groups, "by establishing low expectations, anticipating failure, and true to the Mertonian self-fulfilling prophecy, find an increasing rate of failure."

In 1965 Clark described the situation:

> It is now clear that American public education is organized and functions along social and economic class lines. A bi-racial public school system wherein approximately 90 percent of American children attend segregated schools, is one of the clearest manifestations of this fact. . . . The class and social organization of American public schools consistently makes for a lower quality of education in the less privileged schools attended by Negro and poor children and have less adequate educational facilities than those attended by more privileged children. Teachers tend to resist assignment in Negro and other underprivileged schools, and generally function less adequately in these schools; they are less adequately supervised, and they tend to see their students as less capable of learning. The parents of the children in these schools are usually unable to bring about any positive change in the conditions of the schools.

In addition to educational disadvantages, minority group children are often exposed to physical health hazards; they receive limited health care and have a shorter life expectancy. Because of poor maternal health, inadequate prenatal care, and devastating housing conditions, Black infant mortality is almost twice as high as that of the white population.

A high percentage of emotionally disturbed Negro children are members of lower socio-economic, one-parent families. They are identified as untreatable in many clinics that operate on the premise that psychotherapy is effective only for the highly motivated, upper- and middle-class, and intact families. Until very recently, few residential treatment facilities existed that did not exclude Black children. Several that have revised their admission policy still reject the greater percentage of Negro children referred. The usual explanation is that the prejudicial attitudes of the community (in which the facility is located) would be injurious to the child.

Frequently, one hears that the ills of the poor and minority groups are of their own making. It is said that these people have no desire to be clean or simply don't care.

But, how often is it that the services (such as garbage collection and police protection) provided for the more affluent communities stop at the edge of the ghetto or barrio or whatever the least desirable section of the city is called. In recounting some of his childhood experiences, the dark-skinned, American-born, Puerto Rican writer and artist, Piri Thomas wrote:

> Tell me, olders, did you ever fill your dreams with magic at what you wanted to be and cursed the bitching mornings for dragging you back on the scene? Did you ever worry about anything at all, like a feeling of not belonging? Did you ever stand on a street corner and look the other way at the world of *muchos ricos* (many rich) and think I ain't got a dime? Did you ever count the garbage that flowed down dirty streets, or dug backyards which in their glory were a garbage dump's dream? Did you ever stand with outstretched hands and cop a plea from life and watch your mom's pride on bended knees ask a welfare investigator for the needed welfare check, while you stood there getting from nothing and resenting it just the same? Did you ever feel the thunder of being thrown out for lack of money to pay the rent, or walk in scared darkness—the light bill still unpaid—or cook on canned heat for a bunch of hungry kids?

Effects upon Majority Group Children

The effects of racial discrimination upon children of the majority groups are usually less obvious. Dr. Kenneth Clark has written, "The same institutions that teach children the democratic and religious doctrines of the brotherhood of man and the equality of all human beings also teach them to violate these concepts through racial prejudice and undemocratic behavior toward others." To resolve this conflict, the white child develops specific behavior patterns, which Clark describes as:

> rigid repression or a refusal to recognize the contradiction of the democratic creed inherent in racial prejudice; partial or temporary repression of one or more of the contradictory ideas; acceptance of rationalizations offered by parents or other adults; uncritical acceptance of their "superiority" and the related assumption of "inferiority" of the rejected groups; development of intense guilt feelings; development of hostility and greater rigidity of stereotyped ideas about the minority group; and development of moral cynicism and a disrespect for authority.

An exercise done with white children in a third-grade classroom in a small town in Iowa has helped to illustrate the disastrous effects of racism. The exercise divided the students into two groups on the basis of eye color. One group was placed in the "superior" position for the first day of the exercise and this group then applied to the members of the "inferior" group all the cliches which majority group members in our society apply to members of minority groups. Based on these "facts," privileges were granted or revoked during the day. On the following day the groups' positions were reversed.

The children's reactions to being the object of discriminatory attitudes were immediate and frightening. Within fifteen minutes the children became what the "power structure" had accused them of being. Each child, on his day of inferior status, showed a drastic drop in academic achievement, whereas on his "superior" day academic achievement soared.

Made in the same classroom, a film called "The Eye of the Storm," showed a group of third-graders participating in a similar exercise; the confusion and conflict resulting from a prejudicial atmosphere are graphically depicted.

However difficult it may be to measure the effects of racial discrimination upon children of the majority group, it seems certain that such psychological patterns breed the alienation and hostility of our youth.

A Threat to All

The disparity between the lofty ideals we preach and the sorry reality of practice can only continue to undermine our institutions and our society. Discrimination perpetuates poverty, crime, semiliteracy, poor education, and poor physical and mental health. Racial policies and attitudes also prevent the achievement of a full measure of growth and development for all.

Eradicating racism will obviously be an immense task, expensive and difficult. But millions who would have been wasted human beings will become contributing members of society. As they will become new consumers for all national products, commercial relationships with other nations will be improved and welfare spending will be cut. To delay any longer will compound our national tragedy.

Recommendations to the President

We urge that the President immediately and unequivocably express his commitment to enforce existing legislation to end racism and discrimination. The President should make the elimination of racism and all discrimination against minorities the number one priority of this administration. We insist he address his moral authority as President to this issue in his State of the Union Address.

We recommend that the President instruct the Executive Secretary of the Domestic Council to review the recommendations of the Committee on Minority Group Children of the Joint Commission on the Mental Health of Children and of the Commission on Civil Disorders and report to the President the extent to which the recommendations have been implemented. All means of support should also be given to implementing the recommendation of the aforementioned Commission.

We recommend that the President together with the Director of the Office of Management and Budget take special measures to evaluate and implement the recommendations of the United States Civil Rights Commission in its recent report on Federal Civil Rights Enforcement.

We recommend that the President instruct the Secretary of Housing and Urban Development to use the legal powers at his command for moving ahead with his "Open Communities" program in urban and suburban areas.

We recommend that the President intervene on behalf of American Indians in the dispute between the State of Washington and the Nisqually, Muckleshoot, and Swinomish Tribes over fishing waters owned by the tribes in that state. Since this is only one of the many treaties and obligations with the American Indian tribes that the Federal government has not honored, we recommend that the government enforce all these treaties immediately.

To State School Officers
and the Bureau of
Indian Affairs

We recommend that the cultural characteristics of ethnic groups as a healthy aspect of American life be preserved as follows.

In accordance with the May 25, 1970 Memorandum of the Director of the Office of Civil Rights, Department of Health, Education, and Welfare, where inability to speak and understand the English language excludes minority group children from effectively participating in the educational program offered by a school district, the district must take steps to rectify the language of deficiency.

The Forum, moreover, believes this Memorandum should be expanded to require that wherever ten percent of the children of a given school are fluent in a language other than English, as in certain Spanish-speaking communities, the school curriculum in all grades should be offered in the minority language as well as in English. The minority language should also be designated an official language in such communities.

In accordance with the President's message of July 8, 1970, we recommend that Indian tribes be given control of government-operated schools on reservations, or control the allocation of Johnson-O'Malley Funds to non-reservation schools.

We recommend that training programs for teachers and school administrators be required to include the study of cultures of American minority groups, and that the foregoing proposal be brought to the attention of directors of college and university schools of education.

We recommend that school curricula at all grade levels be required to include the heritage and contributions of all ethnic groups in America. Special cultural studies and inter-group studies of all ethnic groups must be added to the curriculum in all grade levels, and all textbooks perpetuating ethnic myths and stereotypes must be eliminated from public school curricula. Psychometric testing in elementary education must be abolished until psychometric tests free of cultural bias are developed.

We recommend the increased availability of compensatory education and scholarship funds so any handicapped, or economically or socially disadvantaged child may receive higher education.

To Congress

We urge the implementation of recommendations of the Committee on Minority Group Children, Joint Commission on Mental Health for Children.

We recommend that the funds under consideration for the SST be diverted to the elimination of de facto and de jure school segregation throughout the nation.

We recommend that Congress amend the Federal Communications Act to provide that program content embodying discrimination based on race, color, or creed be grounds for the Commission's revocation of a broadcasting license.

We recommend that the Guadalupe-Hidalgo Treaty of 1848 be enforced.

We recommend that Title II of the Enemy Detention Act of the Walter-McCarran Bill be repealed, because Japanese-Americans and all Americans feel the threat to their rights in the retention of the World War II concentration camps.

To Governors, Mayors, and County Commissioners

We recommend that all local constitutional or statutory barriers to the election (rather than appointment) of local school boards be removed in order to ensure community representation.

Appendix

The following recommendations were discussed in several workshops during the Conference. Although not voted on during a meeting of the Forum as a whole, they received endorsement from the members of individual workshops.

Teacher Training

State departments of education should include in the requirements for teacher certification the study of cultures and life styles of American minority groups, including support for programs to train bilingual teachers and teachers of English as a second language. The teaching of English as a second language is desirable at all grade levels since it is a force for enrichment, as well as for reduction of cultural biases and tendencies.

President Nixon should reassess his position on the retraining of displaced Black teachers in the desegregated school districts. There should be no new hiring on any level until the displaced teachers are employed in vacancies on the basis of their education, background, and seniority. Keeping such teachers in the system presents to all students the image of minority groups functioning at all levels of American life.

Every state should be encouraged to pass enabling legislation for reciprocity of certification of teachers between states.

School districts should encourage utilizing student teachers from minority groups within their states or districts. These student teachers could be from within, or outside, the state.

The President should support funding of programs to recruit and train minority group members to become school teachers, administrators, and guidance counselors.

Schools of education and other teacher training institutions should recruit students and faculty from minority groups. Admission policies and hiring procedures of such institutions should be made more honest and flexible.

All state education departments and local school districts should adopt equal opportunity employment policies.

State departments of education should study the teacher training program developed by the Mid-continental Regional Educational Cooperative Urban Teacher Education Program.

School systems should sensitize their entire staff—including professional, clerical, and maintenance—both paid and volunteer, in the interests of a wholesome school atmosphere for all children, and particularly minority group children.

Programs should be encouraged that identify children at an early age who might consider teaching as a career.

Housing

Congress should take a serious look at urban and suburban and rural housing. A bill for open housing should be passed with fines or imprisonment for individuals or groups seeking to discriminate against any person.

Congress should authorize four billion dollars each year—diverting it from the Defense budget—for renewed or new housing for the 35 million Americans, mostly children, now living in substandard surroundings. This program should continue until every American child has decent living conditions. Builders and developers who will build or maintain quality dwellings for low-income people will be allowed to accelerate depreciation.

Local governments should be discouraged from building high-rise housing which deliberately, and unavoidably, results in segregation of our schools. It must be recognized that patterns of housing do exist which perpetuate segregation and school districts are gerrymandered to keep hard-core, or ethnic groups, in particular school settings.

The Congress of these United States must provide a National Minimum Housing Code backed up by supplemental state codes. It should enforce the rights of tenants and/or groups of tenants to withhold rent when the landlord refuses to comply with the code.

The Department of Transportation and the Congress of the United States should continue to withhold finances for highways that displace persons in populated urban areas without adequate placement of the dispossessed.

Congress should prevent Federal funding of new apartment dwellings in areas which do not provide adequate recreational and educational facilities for children.

Education, Curricula

The President of the United States is urged to form a National Institute for Continuing Education and Research on American Culture and Tradition which includes the resources and contributions of all ethnic and racial heritages of our nation.

The President of the United States should support the enforcement of bussing of children in public schools as one of the means of enforcing school desegregation.

Inner-city schools should be improved to assist the attending children to recognize their full potential.

The concept of the community school should be furthered as an effective means of carrying out the goals of Forum 18.

Training programs for prospective and in-service teachers, paraprofessionals, school administrators, and allied personnel should be required to include the study of cultures of American minority groups and interpersonal relations. The foregoing proposal should be implemented by a Federally funded program instituted by state boards of education for all teacher training and observation courses. This will help teachers to be responsive and sensitive to *all* children under their care.

In states where language is a requirement, teacher training institutions should require that the fulfillment of the language requirement be in the language of the area where the teacher chooses to work.

The increased availability of compensatory education and scholarship funds should be ensured so any handicapped, economically or socially disadvantaged child may receive a higher education. These funds should be used under the directorship and authority of a person of similar ethnic background who will develop and utilize classes and materials in response to the needs of the child.

The President should direct the Secretary of the Department of Health, Education, and Welfare to establish an Office of Intergroup Education that will assist the state and local boards of education in instituting programs of education in the area of human relations and implementing recommendations made by Forum 18.

All governmental funds for segregated school systems should be cut off.

A broadly based community advisory task force should be established to assess the school system's provision for equal educational opportunity. It should include parents, students, teachers, administrators, and community members so as to assure total community representation.

A drug education program should be developed and implemented at the elementary school level.

Civil Rights, Segregation, Desegregation

Congress, with the Bureau of Labor Statistics, should provide a uniform standard of poverty income for a family of four. This standard must be adjusted according to the inflationary or deflationary cycle of the economy.

The President of the United States should see that no human being is denied the right of total economic opportunity, through the Federal Government's assistance and encouragement to private enterprise in on-the-job training, merit promotion, and establishing new employment positions.

No human being shall be denied or have abrogated any right enjoyed lawfully by any other human being by reason of race, color, creed, national origin, or sex.

Congress must provide financial aid for all legal services necessary for those who cannot afford these services.

Other Recommendations

The White House Conference on Children should be convened every four years instead of every ten years. In this telescopic age, ten-year blocks of time are too long between conferences.

Funds should be made available for better police training in human relations, particularly in the areas of problems of children and youth.

Adequate programs should be arranged in public and private *schools to root out the stereotype that many children have of people 65 years of age and over as physically broken down and mentally deficient.*

Children have a right to grow up in a society which stresses moral and ethical values, which teaches the concepts of love of fellow man, which respects the right of individual religious beliefs, which develops the child's personality to include the virtues of honesty, integrity, good character, fairness, compassion, and understanding in all human relations.

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Forum No. 18 Members

Jeanne Spurlock (Chairman)

Ada Deer (Vice Chairman)

Jane Elliott

Alvin Fine

Melvin Ho

Robert Mendelsohn

Diane Oakley

K. Patrick Okura

Maurilio Ortiz

John A. Rasberry

Piri Thomas

Robert Helm

Environment

Children and
Their Physical and
Social Environment

Report of Forum 19

White House Conference
on Children 1970

Current Status

The children of America are the future of America, yet they are now far from being the nation's first priority. Both public policies and programs, and our actions as individuals shape a world in many ways inhospitable, indeed often hostile, to the life of children and their full creative growth.

The United States is a new phenomenon in human history, a society with the technical capacity to feed, house, and clothe all its members comfortably and to create an environment that is good for all its children. Our failure to create the humane world within our reach is not the result of irresistible forces of nature working against us; it is our own attitudes and actions that have made our living environment less than the liberating framework for human joy and creation that it could be.

But our concerns have been elsewhere. And before such an environment will emerge, fundamental changes are essential—in attitudes, in policies, and in programs.

The World of Children Is the World of Adults

We tend to compartmentalize our world, separating the worlds of the young and the old, the urban and the rural, the ghetto-dweller and the suburbanite; the problems seem more manageable when they are considered in discrete pieces.

Our transportation system is a case in point. The day may come when we develop a coherent, humane, national environment because our children cannot play outdoors without choking on polluted air. Or such a policy may come because adults cannot travel to and from central cities without insufferable delays.

Our transportation abuses our environment in ways that compromise the quality of life for both children and adults. Nearly half the air pollution that afflicts the playgrounds of our children would be eliminated by the exclusion of automobiles moving into and out of our cities. Efficient, coordinated transit systems could also minimize delays and free urban man from today's costly dependence on the automobile.

It is foolish to consider these problems as separate ones; the problems we create in our environment for our children generally have the same roots as problems of adults; the world of children and the world of adults are the same.

The Physical and the Social Environments Are One and the Same

We also have a habit of separating physical problems from social problems in our thinking. Those most interested in the physical environment focus their attention on air and water pollution, noise, the preservation of open spaces, or the visual abominations afflicting our surroundings. Those who champion social concerns think about segregation, substandard housing, poverty, or juvenile delinquency.

Yet these are not two separate classes of problems. The physical environment influences the social environment; the social environment often determines how we deal with the physical environment.

Those more interested in social problems will try to change traffic patterns in the hope of diminishing the number of children killed each year on our streets and highways, in the hope of eliminating highways which slice through both low and high income neighborhoods, and in the hope of modifying the pattern of living whereby the affluent draw their income in the city but live and pay taxes in the suburbs.

Accidents also Remain a Major Threat to Child Health

Accidents are the Leading Cause of Death and Injury to Children After Age 1.

15,000 children under age 15 die from accidents each year in the U. S. (1966)

Another 19,000,000 children are injured severely enough to seek medical care or to restrict their usual activity.

Most accidents involving children occur in the area of the home.

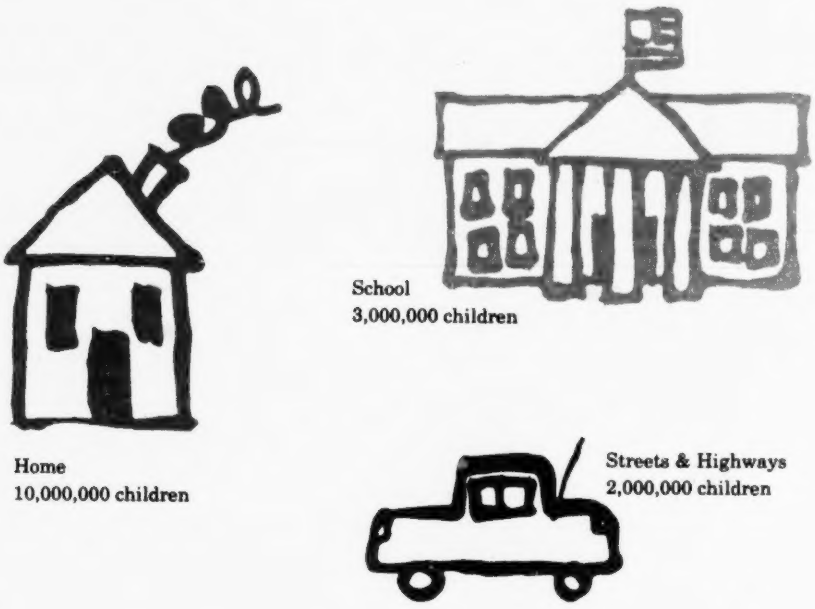
School
3,000,000 children
Home
10,000,000 children
Streets & Highways
2,000,000 children

Chart 41 – Table 21

For those who would plan environmental improvement, an important part of the job is to fit together the pieces which we usually attempt to handle separately. No single, coherent policy yet exists to serve as an organizing principle for the problems described briefly in the next few pages.

POLLUTION

Pollution is in the air,
That's not fair!
We'll soon need gas masks,
To do our hard tasks.
Get rid of that dirt,
Before we get hurt.
Give up your car,
Or we won't get far.
Can't you see,
The litter in the sea?
What I'm trying to say,
Is stop pollution right away!

Susan Navarro, Age 10
Albuquerque, New Mexico

Consider air pollution. Probably more than any other physical disequilibrium, air pollution is apparent to Americans as a serious problem. Each of us contributes to it by his way of life: we drive cars when we could use buses or trains; we permit buses with dirty engines to idle for long periods; we burn fuels for heat. In a negative sense we contribute to air pollution by not demanding that commercial and industrial abusers of the environment mend their ways. Ecologists are quick to point out that the enemy of the physical environment is each one of us acting heedlessly. In the cartoons, Pogo put it beautifully, "We have met the enemy and they is us."

But our social environment suffers as well; air pollution, like other problems which appear to be exclusively physical, has its social repercussions. More concentrated in some localities than others, it makes certain areas more or less desirable as places to live and work. Those who cannot move away are thus segregated from those who can. And such social separation generally speeds economic deterioration; older shopping areas decline and tax bases slip. The residents of a dirty mill town can suffer a loss of worth as well in the eyes of others and in their own. The heaviest penalty for our way of life falls on the old, the young, the sick, and the poor.

Air Pollution Is a Growing Problem

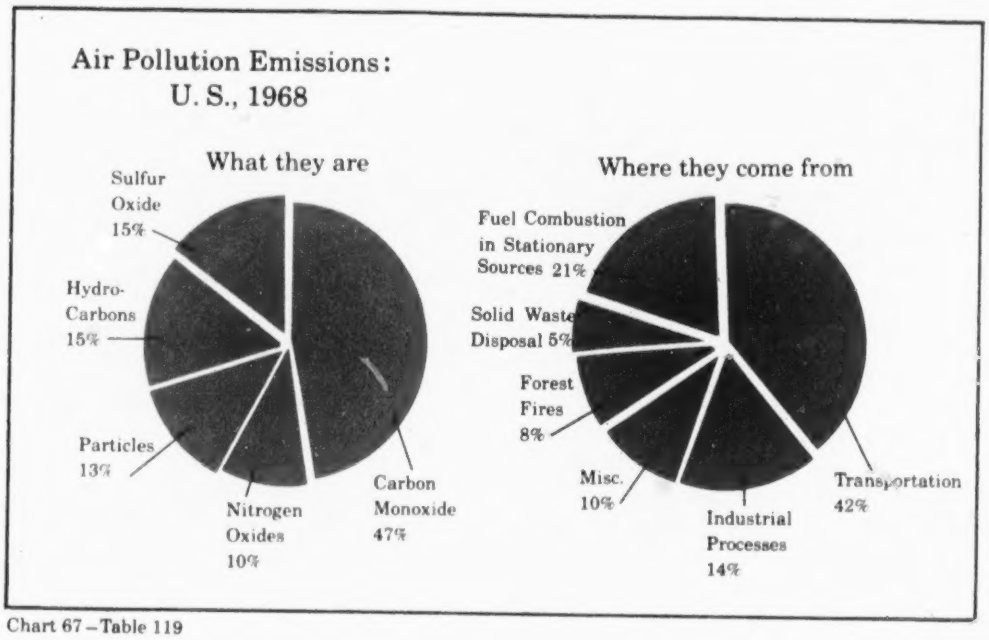

Chart 67 – Table 119

Table 119.
Estimated Nationwide Emissions: United States, 1968
(In millions of tons per year)
(Chart 67)

Source	Carbon monoxide	Particulates	Sulphur Oxides	Hydrocarbons	Nitrogen Oxides	Total
Transportation	63.8	1.2	0.8	16.6	8.1	90.5
Fuel combustion in stationary sources	1.9	8.9	24.4	.7	10.0	45.9
Industrial processes	9.7	7.5	7.3	4.6	.2	29.3
Solid waste disposal	7.8	1.1	.1	1.6	.6	11.2
Miscellaneous [1]	16.9	9.6	.6	8.5	1.7	37.3
Total	100.1	28.3	33.2	32.0	20.6	214.2

[1] Primarily forest fires, agricultural burning, coal waste fires.

Note: Nitrogen oxides expressed as nitrogen dioxide and sulfur oxides expressed as sulfur dioxide.

U.S. Department of Health, Education, and Welfare
National Air Pollution Control Administration

Consider water pollution. The rivers passing through many of our major cities are open sewers; a number of our rivers and lakes will no longer even support normal aquatic life. As human population near the oceans increases, and as we expand our use of oceans for transportation and other purposes, even these bodies of water are being measurably polluted. Thor Heyerdahl, in his recent journey across the Atlantic, reported that for days at a time he could not get a bucket of water from the open sea which was not polluted with congealed oil.

Consider noise pollution. Noise levels increase as populations grow more concentrated. People themselves do not make most of the noise; it is made by the devices used to support our technologically advanced way of life. In metropolitan areas the sound of trucks, cars, airplanes, pneumatic hammers, and even power mowers are all but impossible to avoid. During working hours in downtown New York City, it is difficult and irritating to engage in normal conversation. Even in the protected environment of the home, we are exposed to the almost incessant noise of television, washing machines, air conditioners, amplified music, and dishwashers.

Table 118.
Sound Levels of Some Noise Sources Found in Different Environments
(Chart 66)

Overall Level in Decibels	Industrial	Community	Indoor
130—Loud	Pneumatic chipper		Discotheque
120—Uncomfortably Loud	Pavement breaker	Jet aircraft flyover Power motor	
100—Very Loud	Keypunch machine	Motorcycles Heavy truck	Food blender Garbage disposal Clothes washer
70—Moderately Loud		Passenger car	
50—Quiet			TV-audio Vacuum
0—Threshold of Hearing			

U.S. Department of Health, Education, and Welfare
Public Health Service
Environmental Health Service

Consider solid wastes. We generate about five pounds of trash and junk per person per day which has become, in total, more than our cities are able to handle. Inadequate solid waste disposal systems such as dumps contribute to water pollution and use valuable space; smokey incinerators merely dump a large portion of the trash into the air instead of into the water or on the land.

Table 116.
Inadequate Solid Waste Management Deteriorates the Environment
(Chart 66)

Number of solid waste management systems (recent survey)	8,500
Population served (millions of people)	28
Percent of systems with inadequate subsystem	80%
Number of land disposal sites in the country	12,000
Percent of sites rated unacceptable	94%
Number of incinerators in the country	300
Percent without adequate air pollution control devices	70%

U.S. Department of Health, Education, and Welfare
Environmental Health Service
Bureau of Solid Waste Management

Consider transportation. Since World War II, in a period of accelerated urban migration and suburban development, our public transit services have actually declined. The major transportation load is still within cities, rather than between cities and suburbs. Yet nearly all major urban transportation investment has been devoted to the needs of the minority—to freeways serving automobile traffic to and from the suburbs. Mass transit has been permitted to decay.

The major impetus to this pattern has been the abundance of Federal funds for expressways, and the consequent scarcity of funds for other means of transportation, including both mass transit and the improvement of major arterial streets.

Suburban car ownership has reached the point where two cars (or more) are considered by millions as an absolute necessity. Those who have no cars must suffer the consequence of highly restricted mobility.

Who are these have-nots? They are the handicapped, the poor, the elderly—and the young. The subsidized school bus does not meet the need for cheap transportation after school hours to the library, the museum, the zoo, or the park. Our transportation policies deny many of our young people access to the world of experience.

Clearly, one thing needed is a participative process of metropolitan transportation planning—right down to the neighborhood and block level—oriented toward increasing the mobility of those whose needs have been pushed aside by our present transportation policies and programs.

What Do Those
Concerned about
Our Social
Environment See

The Wall Street Journal, Wednesday, December 2, 1970

No Vacancy
Shortage of Housing
In New York City Gets
Worse With Every Day

Abandonments,
Withdrawal Of Capital
and an Old Law All
Exacerbate City's Crisis

Keeping an Eye on
the Obits

By Richard Stone
Staff Reporter of The Wall Street Journal

New York—On a dark night six months ago, a shadowy figure stood before a dilapidated, abandoned apartment building on Manhattan's Upper West Side. Lifting a crowbar, he wrenched loose the sheet metal nailed over the door of the dingy building. Then he ushered his wife and their five children inside.

That's how Jose Rivera found a home.

Today the Riveras are still living in the building they seized from the city's Housing and Development Administration—a building the city had slated for destruction to clear the way for an urban renewal project. Though the city has taken no action yet—and, in fact, is supplying utilities—it seems almost certain that eventually the Riveras, along with over 150 other families who have become urban squatters in recent months, will be forced to vacate the building they seized with "the law of the crowbar."

Replacing a Corpse

Others try to keep track of obituaries to divine what deaths are creating rent-control vacancies. A New York public relations man who lives in a rent-controlled apartment building recently learned of the death of a neighbor living in a bigger apartment. "I was on the phone to the landlord within two hours after that lady died," he says "and I was too late. Someone else had already taken her place."

Another New Yorker recently happened to see two policemen wheeling a shrouded corpse from a rent-controlled apartment building. He hurried into the lobby to find the superintendent. "That's a shame to see someone die like that," he commiserated, barely concealing his eagerness.

"She was 92," snapped the super. "It was her time to go."

"Still, it's too bad," countered the man. "But I suppose that does leave a vacancy, doesn't it?"

"Nope," grinned the super. "She was my mother-in-law. I've got the apartment now."

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Consider housing. The President's Committee on Urban Housing calculated that the nation would have to provide, over ten years, 26 million new and rehabilitated housing units, including at least six million subsidized units for lower income families. Despite the adoption of that figure as a national goal by the Housing Act of 1968, we are not even close to making good on our commitment. Our current monetary policies make it impossible for the private sector to measure up to its technical capacity and Congress has failed to provide the funds needed for subsidies.

And Despite Signs of an Increase in the Quality of Housing, Millions of Families Still Live in Substandard Housing

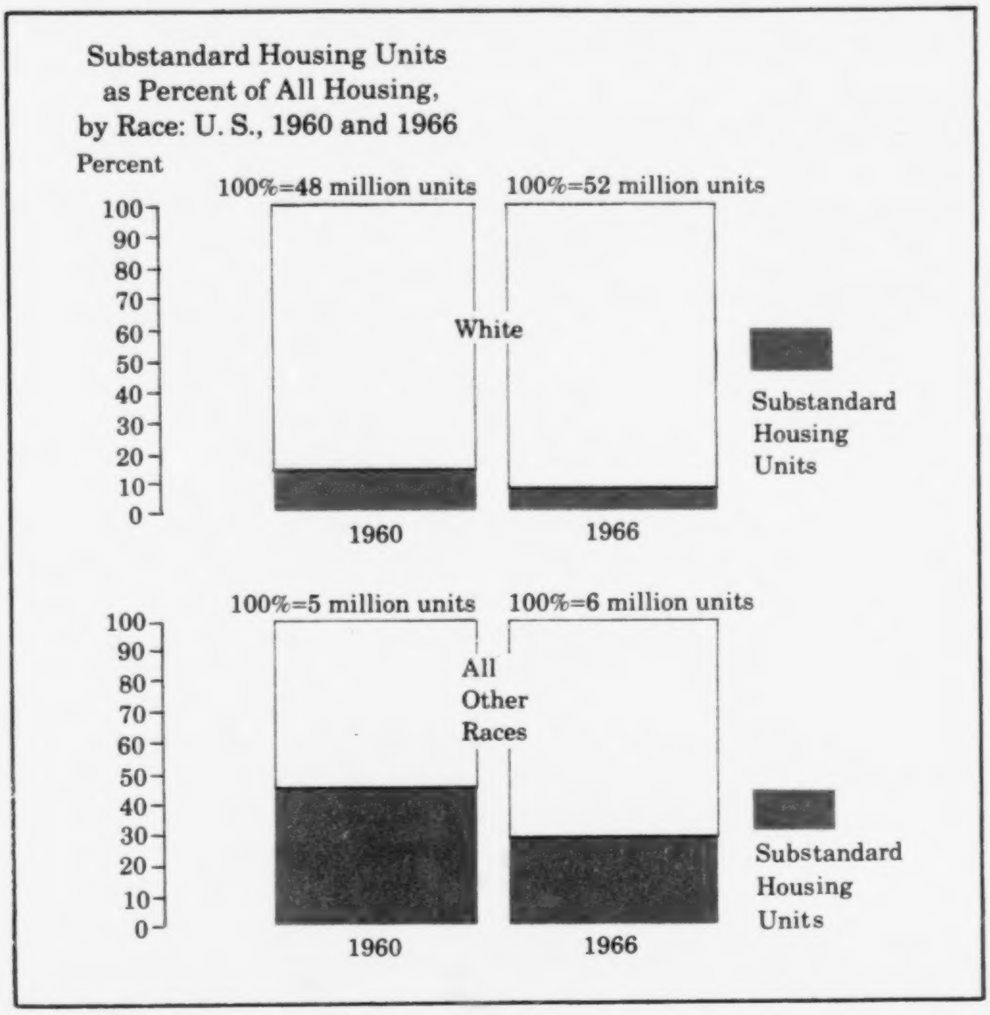

Chart 69–Table 148

Our present housing generally fails to provide each individual in our nation access to privacy, solitude, and silence. Many of our citizens do not have the opportunity to live in homes which are part of an integrated neighborhood. Housing projects are built without full citizen participation and planning, and without access to parks and open spaces. Our housing codes are not standardized, and not universally enforced.

Is the ideal of adequate housing for every American citizen a realistic possibility? Julie Raisch, a young member of this Forum from Minneapolis, Minnesota, submitted the following statements:

I second the motion on Housing—100%. I think such a housing project is possible. Such a project *does* exist, for I have lived in one. The housing itself, is in units: 2-story units joined next to each other, but each individual unit has the wholeness of "1" separate home. An upstairs—bedrooms—2 to 4 bedrooms; a living-room; kitchens; both spacious enough for comfortability; and a full basement (not required if in other parts of the nation), plus area front and back large enough for a child to play on, but *sodded.* The playgrounds were covered by *both* sod and blacktop. The project had Community Involvement and yet asked for more. Programs were Head Start and a nursery school, both well supervised. Projects such as night school (and baby-sitters provided for such nights), lessons in music, and swimming were going on when I lived there. The Community Center would charter a bus for all who attended, to and from the nearby swimming pool. There was volunteer work going on also, such as helping in the co-op or the Child Care Center, minding children on playgrounds, and most impressive—a newspaper for the project tenants only. Plus cats, dogs, and other pets were also permitted, if the pet did not interfere in the welfare and well-being of the other tenants in the projects.

Such a project is possible, for I have lived in one.

Consider the class- and race-segregated pattern of urban growth. Polarization between inner city and suburbs has been encouraged by many government policies and public practices, such as local exclusionary zoning practices; reliance on local, real property taxation as the financial basis for schools and other services; programs for highway building; and Federal mortgage insurance programs. We now see a pattern of urban life which encourages and permits wealthy suburban communities to "zone out" families who cannot pay their way in terms of local property taxes. One ugly consequence in some communities has been restrictions against families with children in order to avoid the need for educational services. Another consequence is *de facto* segregation in schools, and general and damaging separation of children of different races or economic classes. Another is denial of freedom of choice to those families, and their children, who wish to move out of the central city but who cannot because of exclusionary zoning practices. Still another consequence is denial of the basic principle of equal educational opportunity to all children, since the local tax bases of different communities produce school systems of widely varying quality. The present local tax system compounds problems by forcing communities with large numbers of low-income families to provide services from a restricted tax base. As a result of this regressive characteristic, families on stable or declining incomes are often suspicious of any proposal for government spending, even to benefit their own community.

> "It is important that my white neighbors and my Negro neighbors like each other and enjoy playing together in our yards. We also share our treats."
>
> Yvonne McCurry, Grade 6, Cleveland, Ohio

Consider the family and the school. These two elements of the environment either provide, or deprive, the child of opportunities to fulfill some of his most vital needs: physical well-being, a positive self-image, and adequate coping skills for dealing with a world of constant change.

But our families are often fragmented. Children grow up in all but total ignorance of the needs and life patterns of adults. Adults are often unable or unwilling to listen to and understand their children. Schools, too, fail to provide what children need, beyond certain cognitive skills and training for employment. While volumes have been written on what is right and what is wrong with our school systems, a central problem is that education falls very short of being a top national priority.

If I ran the School

If I ran the school there would be two days in a school week because I believe a person learns more from the world than he does at school. There would be no teachers. Everyday I would pick a different student to teach. There would be no homework, and no reportcards, because grades never help anyone. But most of all everyone would be treated the same—black, white, yellow, red and blue.

Janice Brastow, 7th grade
Evanston, Illinois

Consider finally the ways in which we use our land, and the fact that we as a nation have no guiding policy, nor even a guiding philosophy, for how land should be used.

We are recklessly squandering our children's heritage—the natural environment. Our fragmented government agencies, as presently constituted, seem incapable of controlling urban sprawl or the damage and depletion of the natural world by special interests. Ecological boundaries are not necessarily political boundaries. Neither air nor water, which are profoundly affected by the use of land, is limited to geographic or political boundaries. Municipal and county laws and regulations are thus futile until this high degree of ecological interdependence is recognized, and political adjustments are made allowing for a uniform land use policy.

Goals

The children of America must become the nation's first priority. Our public policies and programs must be changed to favor an environment for children and adults which is socially humane and physically healthy, one which provides children and their parents with the resources and the richness of experience needed for growth. This reordering of policies and programs will require not only commitment, but massive funding. This Forum believes the funds should come in large part from redistribution of monies now poured into programs which deserve far lower priorities, such as the war in Indochina and the malignant defense complex which nourishes it, and from such wasteful and dangerous projects as the SST and the ABM. The need for money is important, but the need for more humanity on the part of all Americans is vital.

DOORS

There are many different kinds of doors. People often believe that doors are just pieces of wood with iron locks. I do not agree with them. No, those doors sometimes lead us to Heaven, Love; perhaps even to Hate.

Doors which say "let us make peace" are never heard. One just only hears the slam of doors which lead to war. I only want to hear the door of love, which says, "Let us make peace."

Rafael Gonzalez, Grade 6
Hato Rey, Puerto Rico

Specifically, the goals of this Forum are:

A National Land Use policy which will direct our efforts to preserve and improve the environment, both physical and social, in which children grow and develop

Coordination of the activities of all agencies, public and private, toward achieving a healthy environment for children

A means to stimulate action at the local level toward bringing the recommendations of this White House Conference into reality, and implementing whatever legislation may result from the recommendations.

Recommendations

This Forum makes three primary recommendations:

That a National Land Use policy, encompassing both social and physical environments, be developed and implemented

That all agencies, public and private, recognize the need to communicate, cooperate, and coordinate their activities to achieve a healthy environment in the interest of children

That a mobilization committee, composed of delegates to this White House Conference, both youth and adults, coordinate and channel citizen community action to implement the many excellent recommendations of this Conference.

Other recommendations, no less important, dealing with specific aspects of problems are grouped under these three primary recommendations.

National Land Use Policy

This Forum recommends that a National Land Use policy, encompassing both social and physical environments, be developed and implemented.

This Forum believes that a National Land Use policy can and should become the instrument under which the various environmental problems can be brought into their proper relationships. In general, a National Land Use Policy would guide us in determining the uses to which we put different portions of our land, and our distribution over the land of the human population with its various activities of living and working. It would include provision for consideration of population densities; for planning communities of optimum size; for protection of land, water, and air from pollution and overuse; for housing; for institutions, including schools; for transportation requirements, both in terms of the distribution of activities which require transportation, and of land devoted to transportation facilities; for community zoning; and for the taxation practices which both underlie zoning restrictions and pay for community services.

No policy can solve all our problems at a stroke. But a sound policy can help us to see where our best interests lie, both nationally and locally, and can help us to work together instead of pulling against each other. A National Land Use policy thus can provide the matrix within which we may analyze our many environmental problems and their relationships, and begin to move toward solutions.

Related Recommendations

We recommend that a strong commission on environmental control be developed at the national level.

We recommend that city and county governments be consolidated into area-wide governments, with size and boundaries appropriate to natural ecological divisions, and with the power to interpret and apply land use policies throughout the area.

We recommend that each such government develop and establish a Community Development program. Such programs are required as the local blueprints—in effect, the local land use policies—for renovating the physical and social environment. A broad variety of professions should be involved in formulating the programs; until now, financial, political, and architectural leaders have dominated city planning efforts. Ecologists must now take their place in the planning, and planners must be educated about man and his environment.

An adequate Community Development program must include:

Community planning, leadership, and decision making. Since the people in the community are best acquainted with their own structure, they must exercise self-determination. The program should be developed by representatives of all segments of society, including representation from inner cities, suburbs, rural areas, Indian communities, and migrant communities.

Community Service Centers. The residents of the development area must have knowledge of and access to all social, medical, recreational, economic, and cultural services and resources.

Pollution control. The survival and welfare of our children and ourselves demand effective control of pollution. Probably the greatest public health problems in the future will be not the control of specific diseases, but the control of pollution of the general environment. Until now, we have been concerned mainly with treating the symptoms of ecological imbalances; we must now concern ourselves with eliminating the causes.

Recreation. Recreation plays an indispensable part in the physical and social development of children.

Transportation. Without adequate, low-cost transportation, the social, cultural, and educational resources of the community will be denied to children and adults.

Security. A healthy community needs safety through equitable law enforcement, preferably by community residents.

Population level. Each community, faced with its own set of environmental limitations, needs to attempt to determine its own optimal population. Obviously, food is not the only limiting factor, since many communities will be able to feed far more "warm bodies" than can live there as human beings developing to the limits of their own potential. Therefore, each community should begin to probe the question of the optimum population level for its own conditions.

Racial and economic integration. Only by living, working, and playing together can we begin to understand and accept each other. Adults furnish the models for the development of children. We cannot hope to see our children escape the restrictive effects of segregation unless we begin to furnish appropriate models.

Rehabilitation of facilities. Adequate present facilities should not be destroyed merely to build new ones. Unnecessary destruction is not only uneconomic, but in the case of historical structures, tends to weaken our sense of continuity with the past.

Access to places of work. Work locations and access to them should be planned to ensure that each person has available the widest possible variety of jobs, and therefore the greatest opportunity to apply and develop his talents.

Zoning on ecological principles. Zoning regulations should be determined by the nature of the land and by boundaries based on ecological differences, rather than by political convenience. Zoning should strictly control industries that are, or might become, gross polluters.

Funding. Funds for community development should be solicited from all sources, public and private. However, no funds should be made available to any community project unless the project conforms to the principles established here.

We recommend on all levels efforts be made to get more land into public ownership, and that "open space" bills be introduced which will enable private owners to establish scenic easements and other restrictions on the use of land.

We recommend that metropolitan and area governments explore the possibilities and problems of making available new lands for development in accordance with sound ecological practices.

We recommend that new communities be established outside major metropolitan areas to enable people to live in moderate-sized cities with access to unspoiled countryside.

We recommend that governments encourage the development of industries in rural areas, when ecological considerations permit, thus providing occupations and cultural opportunities more nearly equal to those found in cities.

We recommend that adequate housing programs be planned and funded to meet the basic needs of children: privacy, comfort, a broad variety of experiences, and a safe environment in which to work and play. This Forum is unequivocably committed to the ideal of adequate housing for every American.

The following are required to realize this ideal:

Congress should provide at least the funding necessary to reach the national goal, established in the Housing Act of 1968, of 26 million new and rehabilitated units, including at least 6 million subsidized units for low income families, within ten years of the date of the Act.

Our national monetary policies should be modified to permit and encourage the private sector to perform up to its technical capacity to meet the housing demand.

Government regulatory bodies should establish national health and sanitation standards, and adopt measures to ensure compliance.

The housing industry and government regulatory bodies should work toward standardized housing codes with provision for penalties severe enough to ensure compliance.

State and local code bodies should review and modify their building codes to permit materials and practices which tend to reduce costs and speed construction, while maintaining performance standards, and to establish orderly procedures to expedite testing and adoption of future improvements.

The housing industry and the building trades should support the use and further development of new materials and practices that tend to lower costs and speed construction, while maintaining performance standards.

All planning for community development should include full citizen participation.

In all development or renewal plans: provision should be made to encourage a representative mix of income levels and races; provision should be made for social services, such as comprehensive child care programs; full attention should be given to aesthetic and cultural values of both new and old neighborhoods, and new housing should be architecturally and environmentally compatible with the best qualities of the surrounding neighborhoods; and provision should be made for museums, performing arts centers, outdoor sculpture, and other facilities for art and culture, easily accessible to highly populated areas.

We recommend that transportation patterns and programs in metropolitan areas be reordered to reflect the physical and social needs of the community. High speed mass transportation systems, responsive to the needs of the community, should supplant the private automobile as the main means of transportation.

Public funding for transportation should be heavily concentrated in mass transit systems, including buses and above- and underground rail systems. Local transportation authorities should be encouraged and helped to design and operate local rapid transit systems.

All expressways between the city and its environs should have one lane designated for bus traffic only, to improve bus service to the inner city and encourage its use.

The use of private automobiles should be sharply curtailed or prohibited in the business districts of cities.

Wherever possible, streets should be reconverted to open space, planted as parks or gardens, or made available for recreation.

All planning decisions should be made with full participation of local citizen groups.

Communication, Cooperation, and Coordination Among Public and Private Agencies

We recommend that all agencies, public and private, recognize the need to communicate, cooperate, and coordinate their activities to achieve a healthy environment in the interest of children. Programs must be developed through inter-agency planning, and must include a system of accountability which will result in better service to children and youth. Since services are effective at the local level, this Forum anticipates the failure of all its major recommendations unless communities develop inter-agency cooperation. Therefore, we further urge:

That government at all levels identify all agencies concerned with children and the environment

That governments set up mechanisms for inter-agency coordination

That governments stimulate interdisciplinary training for all persons involved in these agencies

That appropriation committees at all levels adopt a policy of refusing to fund any agency or program which does not provide for appropriate inter-agency action.

Mobilization Committee

We recommend that a Mobilization Committee, composed of delegates to this White House Conference, both youth and adults, coordinate and channel citizen community action to implement the many excellent recommendations of this Conference.

In the White House Conference process, members of all Forums have met and conferred under the aegis of the national government, with the purpose of proposing and influencing the passage of legislation toward certain defined goals. While acknowledging the strengths of this process, we conclude that no legislation, however commendable, can be an effective instrument of social change unless some structure exists to coordinate action at the local level.

We urge that the members of this present White House Conference on Children undertake the responsibility of stimulating and coordinating such action.

Recent history indicates that the impact of youth on our society has on the whole been one of conscience and sober responsibility. Yet young Americans, striving to act as good citizens, find few positions of responsibility open to them. We believe that a new thrust is imperative. One workable answer is to mobilize a force of youth and concerned adults that will inform and stimulate local action, not to start a host of new organizations, but to act on and through present local groups and agencies.

Therefore we urge:

That a power base be constructed to serve as a focal point for the concerns of our youth, and from which government officials at all levels can be approached for their cooperation

That delegates to this Conference commit themselves to extending the White House Conference process through mobilization and organization within their own communities

That a central Mobilization Committee be constituted, composed of three members of each of the state delegations to this Conference; and that of the three, at least one must be youth and at least one must represent a minority group

That this Committee be completely autonomous

That this Committee seek widespread sanction, endorsement, and funding, but without in any way or degree compromising its autonomy

That Conference delegates act as a primary link between the Mobilization Committee and local communities.

We further urge that both the Mobilization Committee and the individual delegates maintain a close rapport with the progress of the White House Conference process; that they extend that rapport as far as possible to communities and local groups; and that they work through responsible local groups, agencies, and programs to coordinate and stimulate action to implement the results of the White House Conference process.

Appendix

The following paragraphs were suggested by several members of the Forum as an appropriate opening for our report:

Whereas we are tired of having our children receive the benefits of an affluent society posthumously; and whereas it has been impossible to secure sufficient monies for educational purposes *directly;*

Now, therefore, we propose that:

All children shall be designated National Monuments or Agricultural Products.

All children shall be made honorary veterans.

Education shall be defined as the "defense of the American way of life" and shall be entitled to the Defense Department Budget. The Superintendent of Education shall be called Secretary of Defense.

The organization currently called the Defense Department shall be permitted to raise funds each year by selling Easter Seals.

Forum No. 19 Members	Robert A. Hatcher (Chairman)
	Dorothy Newman (Vice Chairman)
	Margaret Bates
	Edward Carlin
	Richard Dattner
	Nathaniel George
	Robert Hatcher
	Elizabeth Herzog
	Morton Hoppenfeld
	Dwight Jewson
	Faye Olin Johnson
	Stanley Lewis
	Autry Parker
	Lisa Redfield Peattie
	Rudolph Sutton

Child Development and Mass Media

Child Development and
the Mass Media

Report of Forum 20

White House Conference
on Children 1970

Ten Years Ago

We demand that high quality books, music, cultural attractions, radio and television programs, and libraries be widely available and that mass media take the responsibility for informing and educating youth, as well as adults.

White House Conference on
Children and Youth, 1960

Current Status

By 1970 those demands remain unmet. The potential of television, books, periodicals, films, radio, and recordings to become invaluable resources for encouraging children's healthy growth and development is largely unrealized.

Mass media have an overwhelming influence on the lives of our children and, consequently, the future of our society. Television, particularly, plays a dominant role; through grade school, children spend more time in front of their television sets than in front of their schoolteachers. After the age of seven, print and broadcast media get about equal time.

Current products of mass media reflect insufficient empathy for the inner needs of children and for the needs of their parents.

Although there are mass media communicators throughout the country who wish to produce materials responsive to the needs of children, many do not understand the importance of principles of healthy child development or the means for translating those principles into mass media productions. When the communicators do seek help, they find not only that child development experts have generally failed to establish guidelines which communication can really use but that no central source of information exists.

Awareness of the problems is increasing, but action so far has been unimpressive. All three major television networks now have vice presidents for children's programming, positions that did not exist a year ago in the commercial networks. While their creation is a favorable sign, real improvement has yet to appear on the television screen. As recently as September 1970, Dean Burch, Chairman of the Federal Communications Commission, characterized children's television fare as "chewing gum for the eyes."

Today's television programs for children typically have a high "fantasy quotient." Recent research by the new national organization, Action for Children's Television (ACT), showed no less than two-thirds of current television programs for children consist of chase-adventure cartoons. Such programming not only wastes children's time, but amounts to throwing away a priceless opportunity.

By dealing with everyday life experiences in addition to portraying fantasy, programs for children can encourage active participation, interaction, and continuing dialogue within our society. Such programs might focus on children's feelings about themselves, their families, and events, offering opportunities for normal children to discuss freely the rich range of emotions stirred by critical life changes. Open discussion of this kind can make a major contribution to children's ability to master such changes.

Although it is clear that the mass media can make significant contributions to human development, more often they present programming which tends to perpetuate a certain narrow and distorted version of human behavior. This version is based on a theoretical group of idealized human beings who appear to be able to cope easily with the hazards of human existence and even to transcend common difficulties. When this group of idealized human beings is accepted as a standard, the myth of ideal behavior is then perceived as normality. The corollary myth is that each member of society has an ideal to attain; failure to reach it implies abnormality and causes various degrees of uncertainty, fear, frustration, and feelings of inadequacy.

Media content which reinforces this idealized view of human behavior is adverse to healthy development. It tends to destroy a child's perception of the distinction between his inner feelings and the external reality of his situation and surroundings. His sense of his own worth in the world tends to be distorted and he views his failures as an aberration of behavior, never questioning the validity of the myth.

The myth that human behavior falls into one of two categories—ideal or abnormal—also sharpens differences between the governed and governing, students and college administrator, child and parent, and husband and wife. By encouraging dialogue, mass media can help decrease such conflicts; as an effective means of myth-breaking, dialogue can liberate the individual and society from the either/or system of behavior and from the internal evaluation system built upon this myth.

Most people now recognize that better programming is not solely the responsibility of the networks. It is shared by parents, educators, legislators, and others; each must offer what assistance he can. For example, parental guidance in the selection of children's television programs is essential, but it is presently faltering and inconsistent; even mothers who carefully choose their small children's experiences in nearly every other way often ignore their television experiences.

The need for establishing a line of communication with program sponsors is also obvious. Children's television has even more commercial interruptions than typical adult television. The manufacturers of breakfast foods, toys, and other products provide the financial backing for the overwhelming majority of all children's programs and thus control the content of the largest blocks of air time devoted to this purpose.

Nearly as many problems currently exist for the print media as for the broadcasters. They must decide, for example, how to reach more children and how to compete more effectively with other media to enrich children's lives. One of the greatest needs in educational publishing is for qualified experts.

Interaction among the various media that affect children also remains underdeveloped. Better press coverage could contribute to the improvement of children's programming on television, for example, and all the media could link education with entertainment. Coordinated action by the media offers a tremendous opportunity to help children become thinking, feeling persons; yet, with few exceptions, that opportunity is being neglected or abused.

Goals

It is essential that high quality media meet the needs of the nation's children in the Seventies. An alliance between communicators and child development specialists must be developed. It is urgent to establish an organization that will bring together representatives from both fields in a coordinated effort on behalf of children and children's media.

Immediate goals are these:

To improve media content

To increase awareness of the needs of children in relation to the media

To educate communicators

To encourage the development and enforcement of guidelines

To foster healthy child development through all types of media —television, film, print, and sound.

Recommendations

Recommendations made by this Forum reflect the members' deep desire to propose only what they feel to be possible and to focus all efforts on the most essential actions. The Forum considers all the following recommendations to be both urgent and affordable.

National Children's Media Foundation

We recommend that the President of the United States instruct the Office of Child Development, Department of Health, Education, and Welfare, to initiate action, not later than July 1, 1971, to bring together representatives concerned with mass media and parent/child development, from both public and private sectors, to form the "National Children's Media Foundation."

Under the leadership and direction of the Office of Child Development, adult and student representatives will be selected from television, radio, publishing, recording, film, press, advertising, child and parent development, education, social services, arts, humanities, and other relevant areas.

This group will prepare a format of organization and operation, and establish budget and funding requirements. Initial funds to finance the formation of the Foundation will come from the Office of Child Development and the Foundation will request operating funds from appropriate Federal sources and from the private sector.

The Foundation will use as a guide this final report of Forum 20. Child Development and the Mass Media, of the 1970 White House Conference on Children.

The Foundation's purposes in bringing together child development specialists with program developers and other mass media personnel include:

To encourage empathy for the multiple needs of children and adults, emphasizing each individual's need for a sense of self-worth.

To foster the planning, production, and distribution of mass media materials which encourage or provoke the consumer to participate and engage in dialogue with other people.

To foster research, experimentation, and evaluation in the field of mass media material.

To encourage creative young university people to enter the field of mass media for children by awarding fellowships and/or scholarships for able students who combine courses in communications and child development.

To establish a training institute for media writers, supported by participating industry members or through cooperative programs between industry and the Federal Government.

To provide assistance, through consultants and study guidelines, for community worker training programs in the use of mass media materials, to benefit all those dealing with children—teachers, ministers, judges, physicians, juvenile authorities, and others.

To develop a nationwide network of cooperative school systems that could be used to field test media materials.

To devise a means of identifying promising ideas and materials generated by professionals in the field.

To establish a central research or data bank that would collect, classify, and disseminate information on research studies that have significant implications for the development of learning programs and materials.

To explore the influence of commercialism in mass media, evaluating both its positive and negative features; and then to develop appropriate guidelines which reflect respect for the individual and encourage his sense of worth.

Television

We recommend:

The immediate permanent funding of public television as a major human resource.

That at least 20 percent of cable television channels be reserved and made available free of charge for educational, municipal, and other non-commercial purposes.

That the FCC take appropriate action to ensure that public television is available to all viewers.

That public money be allocated for major development of non-commercial programming designed to meet the real needs of growing children, their parents, and the general public.

That the Federal Trade Commission and the Federal Communications Commission give notice to broadcasters and advertisers that current commercial television practice which transmits over public airwaves material intended to influence children is a privilege that must be earned and re-earned by a strong emphasis on accurate presentation and by the maintenance of acceptable standards for appeals to so vulnerable an audience.

That the enforcement of truth in advertising and standards in broadcasting no longer be left to the advertisers and broadcasters. The FTC and the FCC should establish an organization to defend the public interest in the media at both the national and local level. At the national level, this organization should be constituted to include public interest lawyers to research and act to oppose the renewal of broadcast licenses when renewal would not be in the public interest; to advise municipalities on cable franchising; to participate in advisory and prosecuting functions before the FCC and the FTC if necessary. At the local level, this organization should act to mobilize lawyers, law students, and interested citizens to investigate broadcasting practices and prepare to go to court, if necessary, to ensure *accountability* of broadcasters and advertisers to the public.

That advertisers and the networks undertake during the Fall 1971 show season meaningful innovations in the current television advertising structure, including tests of clustering commercials to assure uninterrupted program content and tests for eliminating all commercials except for credit lines.

That advertisers on children's programs support the recommendations of this Forum for improved children's programming, and consider the responsiveness of the networks and stations when making their purchasing decisions.

That the promotion or advertising of patently adult television programs or motion pictures be excluded from children's television time.

That programs emphasizing violence and/or ethnic and minority group defamation be immediately excluded from children's network and local station programming.

That all parties responsible for the content of children's programming consider that a child's feelings are always evoked (and either abused or enriched) by media materials and messages, and that they therefore make strong efforts to:

Develop content that respects the uniqueness and individuality of each child, even while addressing themes common to all children; that supports the integrity of each individual, the consistency of life about a child, his ethical and cultural values, and his freedom to feel loved and to love others; that emphasizes pride in ethnic and racial roots; that realistically reports contributions to society by American Blacks, Indians, and Chicanos; and that shows the variety and diversity of our cultural and social patterns.

Foster writing, production, and programming which encourages active participation by children rather than a constant, passive drinking-in.

Respect children's imaginations and stimulate creativity as well as supply correct and factual information through the media.

Develop a system of rewards that will foster the blending of the best principles of child development with mass media techniques.

Develop many new kinds of learning materials that more appropriately meet the reading and self-concept needs of a large percentage of our country's student population.

That the FCC recognize that children have a right to be provided with improved quality and a diversity of television program fare, including entertainment, cultural enrichment, educational and informational content and programming for specific non-mass audiences (for example, preschool children, preteens, children of specific socioeconomic and ethnic groups, handicapped and shut-in children).

That the FCC set up guidelines for children's television which will require a minimum number of programming hours per week for children in different age groups at times when children are able and likely to be watching.

That the FCC set up guidelines for children's television which will encourage the underwriting of children's television programs to replace commercial interruptions aimed at children.

That the recommended National Children's Media Foundation produce formats, scripts, films, training programs, apprenticeships, research information, and other resources for children's television.

Films

We recommend:

That the National Children's Media Foundation both produce and promote the production of films suitable for children under age 12; and actively engage in their distribution.

That the National Children's Media Foundation help public libraries secure more financial support in their efforts to meet community demand for appropriate children's films.

That the National Children's Media Foundation undertake a vigorous program in support of media literacy at all levels, including the promotion of film-making by children, the training of teachers in techniques of screen and media education, the fostering of preview centers for new releases, and the development of supplementary print materials.

That the popular press regularly publish reviews of children's films, and that the Motion Picture Association revive its own parents' guide, "The Green Sheet."

Print

We recommend:

That all levels of government recognize the right of every child to enjoy ready access to, and possession of, books and other print media.

That the National Children's Media Foundation:

Provide an allotment in scrip for designated cultural materials, activities, and events for *all* children.

Improve the prestige of print media, make it more accessible to all people, and help children to obtain appropriate printed materials.

Increase print media resources for handicapped children and those with special needs.

Provide print media designed to increase children's involvement and active participation with the medium.

Develop children's abilities in critical thinking, analysis, and problem solving to increase their selectivity in the use of print media.

Pressure print and other media producers to present media more effectively as a means to increase interest and usage.

Expand production and distribution of innovative applications of print media for children to include unusual print materials, e.g., car cards, cereal boxes, billboards, package labels.

That the Postmaster General pursue issuance of a commemorative stamp fortified with fish protein glue, and incorporating the official symbol of the 1970 White House Conference on Children, as a means of increasing public awareness of the special needs of children.

Sound

We recommend:

That the Corporation for Public Broadcasting establish and support a National Public Radio network immediately.

That the FCC establish guidelines for increased public service broadcast time on commercial radio, part of which shall be age-appropriate children's programs.

That the National Children's Media Foundation take action to promote increased use of college and university radio stations to supplement other resources available within schools and universities.

That the FCC instruct all sound media to disseminate information about high tone hearing loss resulting from the use of high amplification music.

That the appropriate Federal agency direct that all sound amplification equipment sold in the United States after December 30, 1971 clearly designate the danger of high tone hearing loss from excessive amplification.

Funding

We recommend:

That the President declare as a fundamental principle that there be a rearrangement of national priorities for Federal expenditures to place the critical needs of children and families at the same high level of priority now held by the military, and that the Federal government take immediate steps to implement this policy which is vital to the healthy growth and development of our people.

Resolution

Be it resolved that a final copy of these recommendations of Forum 20 and those of other Forums of this Conference be made available to all members of the Conference, the press, the members of Congress, and the President, in the words approved by those Forums or by editing committees they designate. Forum recommendations should not be edited by personnel not participating in the Forums.

Forum No. 20 Members

Fred Rogers (Chairman)

Morrie Turner (Vice-Chairman)

Eleanor M. Bredesen

Joan Cooney

Michael H. Dismer

Elizabeth L. Donley

Gerald D. Dorman

David Elkind

William H. Hale, Jr.

Stefan Hamilton

Susan C. Hirschman

Lee Meredith

Helmuth Naumer

Norman L. Paul

Jane H. Reilly

George Stoney

Leisure Time

The Child and Leisure Time

Report of Forum 21

White House Conference
on Children 1970

We Believe

Leisure is one of the most important resources available to the individual, family, community, state, and nation. Leisure is more than "left-over" time; it is time when the individual is best able to develop his personal identity and to realize his social, emotional, intellectual, and physical potential. Because enduring leisure attitudes, patterns, and habits are developed during childhood, it is imperative that a national commitment be directed to develop a leisure climate which permits every child to sample and explore a variety of beneficial experiences.

The development of such a climate requires the satisfaction of a child's basic needs and the development of attitudes that recognize the importance of leisure. We believe it also requires that leisure activities be accessible to all children of the nation, whether rich or poor, Black or white, urban or rural, normal or handicapped. It is a mark of a democracy that leisure activity be available to all, whether or not it is used. There must, in addition, be individual freedom and responsibility to choose among various activities, and the alternatives must include leisure programs of high quality.

Today's changing environment makes leisure an increasingly important concern. Shorter work weeks; changes in family structures, educational systems, and other institutions; population pressures; ecological concerns; technological advances; mobility patterns; transportation and communication developments; and other fundamental processes and events will have a great impact upon the leisure climate for America's children. These factors will dictate not only the amount of time available for leisure but also the type of leisure activities our children will be able to enjoy.

We believe that three prejudicial attitudes are primary obstacles presently hindering the development of a satisfactory leisure climate for our nation's children. First, adults have been inattentive to what children are telling them about leisure:

We want the opportunity to learn to make decisions during our free time. We want to help decide what we will do, where we will do it, and with whom we will spend our free time. If we don't have these freedoms, we don't have leisure.

Second, a puritanical view prevalent among older Americans holds that leisure is intrinsically less worthy than work. Third is the attitude that childhood is essentially a preparatory phase, and thus an activity which leads to some survival skill is more worthy than another enjoyed for its own sake. The here-and-now of childhood is often mortgaged for the future; many feel play is unimportant. "Kids are just playing" frequently implies that such activity is not necessary to enrich the lives of children. But children are people; their leisure needs deserve the same attention as those of youth and adults.

Adverse attitudes towards leisure have resulted in a critical lack of adequate leisure experiences for children in many communities within our country today. In addition, the provisions which do exist for leisure experiences—playgrounds and other facilities and equipment, for example—are not equally available or accessible to *all* children. Most leisure activities primarily benefit affluent children, and our nation has not yet recognized that certain leisure opportunities are essential to all.

In disadvantaged communities leisure activity is often low in priority because it is only one of many needs with which agencies must cope. Local agencies that serve the lower middle class and the poor are continually plagued by insufficient funds. A commitment to leisure—in fact, the very existence of leisure—requires the prior satisfaction of the basic needs of life, but leisure for the poor is too often simply ignored rather than made a part of a multi-purpose program.

Not only is there an ever-widening leisure opportunity gap between America's rich and poor, but there also appears to be discrimination within the ranks of the poor children, usually the result of inequitable distribution of facilities and programs. One child may enjoy activities which are denied to another simply because his neighborhood was selected as a target area for a new recreational facility or program.

To create a climate in which all have access to adequate leisure activity, America must consider the problems of not only the child with nothing to do, but also the child with "everything" to do—the child who has so many recreational activities available to him, or even forced upon him, that leisure becomes an obligation. A satisfactory leisure climate should maximize the child's personal options while minimizing obligations.

No one should underestimate the importance of a variety of options in the various settings the child may inhabit. It is not enough to be concerned with only one or a few leisure environments for the child; leisure opportunities should exist within the home, school, and community, offering passive as well as active challenges and providing for individual as well as group effort.

These opportunities should also give America's ethnic groups the freedom to preserve leisure expressions appropriate to their culture—the songs, dances, games, and other pastimes unique and precious to them. Cultural pluralism abounds in America and leisure offers the greatest opportunity for diversity, but children are seldom afforded a leisure climate conducive to diverse expressions.

We believe that fragmented organization is one additional major obstacle to the development of leisure activities which provide a variety of options and are accessible to all children. Providing acceptable leisure activities for children in the United States is the responsibility of an uncoordinated patchwork of organizations. Each has a mandate to provide a portion of the leisure climate for a particular clientele which is usually poorly identified. This virtually guarantees that many children will be neglected. Accountability and responsibility are diffused to the vanishing point; hand-wringing replaces deliberate action.

Unfavorable attitudes, inadequacies, inequities, and disorganization characterize the current status of leisure activity for children in the United States. But leisure is an extremely important resource. It plays a significant role in the family and the community, in the development of an individual's personality, and in the patterns of living of various social classes and subcultures within the state and the nation.

What we do with our leisure actually centers on the matter of values; it is essential that we examine those values and focus on the issue of leisure.

Goals

Our goals are to provide a leisure climate that respects the right of all children to freedom of choice and that facilitates the achievement of their emotional, social, spiritual, and intellectual potentials. The Community, with the assistance of Federal, state, and local institutions should share the responsibility for providing a wide variety of leisure opportunities to all children and their families.

Specifically, Forum goals are:

To eliminate prejudicial attitudes which hinder the development of leisure opportunities

To establish a commitment to provide leisure opportunities to all children without regard to their race, culture, sex, geographic location, or economic status

To eliminate institutional obstacles, to coordinate all planning efforts, and to establish some mechanism for effective contact between institutions and communities

To encourage decentralization in the delivery of leisure services, and to encourage the participation of children, their families, and community members in determining a specific leisure climate

To promote diverse forms of leisure expression

To encourage effective use of leisure opportunities to promote positive relations between children, their families, and community members.

Recommendations

To attain the goals presented above, this Forum offers the following recommendations which are divided into three clusters: a major recommendation; high priority recommendations; and lower priority recommendations.

Major Recommendation

Establish task forces to develop Federal and state offices of leisure services. The objectives and responsibilities of these offices shall be to promote or administer:

The use of all media for education in leisure, including education in knowledge, attitudes, and skills for creative participation in leisure activities, and education in the importance of the total physical environment

Coordination of all public and private resources and services relevant to leisure

Equal availability of resources for all, including every minority group, socioeconomic level, and geographic location

Leisure resources and activities which strengthen rather than fragment family life

Involvement of children and youth at the community level in decision making on the use of leisure resources

Standards for personnel services and facilities

Long-term research and development relevant to leisure and its role in survival and enrichment of human life

Inclusion of leisure resources in all public and private land and urban developments.

The President and the state governors should immediately appoint task forces representative of children, minority groups, and the broad areas of leisure activities to develop plans for the implementation and operation of the offices and to serve as an on-going advisory group to the offices.

High Priority Recommendations

Children, as well as youth and adults, should have a significant voice in shaping their own leisure. Therefore, planning and decision making on the full range of leisure activities are both a right and responsibility of children in all communities. This is an antidote for a sense of "uselessness" and "worthlessness" felt by many children in our land.

This recommendation for participation should be implemented on every level. In the family, child-parent discussions about the use of leisure time should be commonplace. On other levels, children's views should be earnestly sought by community, state, and national planners and decision makers. Public and private organizations, agencies, and institutions should actively engage children in the planning, implementation, and evaluation of their programs and services.

The nation's educational institutions at all levels—local, regional, and state—should renew their commitment to play a major role in developing proper attitudes concerning leisure and leisure proficiencies among students. Some of the more significant ways that institutions can renew this commitment are:

Assume major responsibility for the preparation of professional personnel through a broad program of leisure education in colleges and universities. In addition, higher educational institutions should take responsibility for in-service education and training of leisure time leadership personnel. The Federal Government should also expand its fellowship and grant programs in this area.

Develop internships for children and youth through cooperative efforts with governmental units and private leisure agencies to increase both vocational and avocational interests in leisure. Internship programs should be of all types including formally organized, part-time, and voluntary service.

Implement meaningful curricular programs that stress the development of a wholesome attitude toward the importance of leisure.

Encourage a wide range of curricular activities which challenge the interest of all students, help develop lifelong proficiencies, and include both passive and active, structured and unstructured leisure programs.

Develop in the secondary schools a comprehensive orientation program to stress the potential benefits of cultural and recreational careers.

Assume a leadership position in providing research and development activities in leisure, particularly at higher educational institutions. Further, local community and state agencies and organizations should increasingly seek the technical and planning assistance of existing institutions.

Federal, state, and local governments and private and volunteer agencies should initiate more viable machinery to provide effective *cooperation and coordination in the planning and delivery of leisure opportunities for children.* Of particular significance are the following:

We recommend that government mandate the multi-functional and multi-jurisdictional use of public facilities, equipment, and apparatus, particularly at the local level. Still to be achieved in too many American communities is the joint use of community libraries, learning centers, swimming pools, cultural facilities, playgrounds, parks, and other recreational areas. (1)

Specialists should be jointly employed, particularly by local and state agencies and organizations.

Real and imagined legal, financial, organizational, and communicative constraints which inhibit the closer coordination and cooperation in joint planning efforts of public and private agencies should be removed.

Greater use must be made of interstate and intrastate regional planning agencies to initiate and operate cultural and recreational programs between states and within individual states. To be most effective, the planning efforts of regions closely related geographically, economically, or socially must be coordinated on an area-wide basis. This is true for both metropolitan and non-metropolitan areas. Regional planning agencies should be promoted by the states and the Federal Government through legislation, as well as other methods. Further, regional planning agencies, representative of public bodies as well as citizens, should be granted authority to evaluate and approve all Federal and state planning activities of their constituency. An initial effort of regional planning agencies should be to develop a profile of available local and regional cultural, recreational, and educational opportunities.

The Federal government should modify its current methods of intervention in the activities of local and state agencies by providing positive supportive efforts designed to strengthen viable local and state, public and private organizations rather than mount sporadic, short-term programs that tend to compete with or disrupt existing efforts.

Provisions must be made to guarantee that quality leisure services will be readily accessible to children in all geographic areas. As population increases in urban areas and decreases in rural areas, this need becomes increasingly apparent. Mobile service units to transport children or available resources may be one method of implementation. Among the promising portable and mobile units which can make meaningful, diverse, and rewarding leisure activities economically available to many children are: the craftsmobile, artmobile, bookmobile, filmmobile, playmobile, circusmobile, naturemobile, zoomobile, sciencemobile, show wagon, portable stage, physical fitness trailer, toy lending library, portable swimming pool, and mobile music library. (7) These units should be viewed as an adjunct to more permanent facilities having in-depth programs.

Guidelines must be established immediately which require appropriate and adequate facilities and spaces for leisure pursuits for children and their families in all future urban and rural residential developments. These guidelines must be a required feature of planning. In addition, both future and existing communities should also establish basic minimum standards for leisure programs.

Every state should establish a Commission on Children and Youth and all such commissions shall be eligible to receive Federal funds. The Commission would be charged to protect the rights of children and youth and to promote their welfare in all aspects of state activity that affect their lives, including the area of leisure. Eligibility for Federal funds should be contingent upon the compliance with the recommendation that children must have a significant voice in the planning and decision making.

Research and development for leisure should be expanded by Federal, state, and local governments, foundations, and private enterprise. Allocation of funds for research and development should include adequate provision for dissemination of research findings. Especially critical at this time is a concerted effort to find answers to the following questions:

Are there sufficient quality leisure time activities in the community geared to satisfy the unique social and psychological needs of children?

To what extent do prevailing physical, social, and economic environmental features in a community shape the leisure time activity patterns and preferences of children and what can be done to accentuate positive and overcome negative features?

How should leisure time activities for children be structured and presented to provide optimal childhood education for subsequent adolescent and adult leisure interest and skills?

To what extent and for what purposes should community-based human service agencies and organizations develop and support a structured program of leisure time activities for children?

What impact does the lack of meaningful and constructive activity have upon the child, his family, his community?

Because of the importance of television in the leisure of children, the quality and extent of children's television programming must be improved immediately. This should be done by extending National Educational Television to cover the entire nation and by providing substantial Federal funds for programming that reflects television's importance in children's leisure.

Lower Priority Recommendations

Each community should establish an office on leisure. The membership and function of this office would be comparable to that proposed for the Office of Leisure Services at the Federal and state levels. Business and industry would play a particularly important role in the local office and they should be encouraged to expand efforts to provide funds and technical implementation for local leisure programs for children. One of the functions of the office should be to encourage the provision of scholarships and other assistance to enable children and youth to pursue cultural and other leisure activities.

Salaries and benefits of professional personnel in leisure fields should be commensurate with that for other professions having comparable training and experience requirements to help develop and sustain career commitments.

Facilities should be provided which strengthen family unity, such as neighborhood cultural centers and family camps. Area residents should be intimately involved in all aspects of planning, implementation, and operation of these centers and camps. Another possibility for strengthening family unity would be to promote the creation of family leisure centers in every home. In the near future, it should be economical for families to hear a live concert or lecture in their home leisure center.

Local, state, and Federal agencies should implement an extensive and comprehensive program to deal with the health, education, welfare, labor problems, and leisure activities for the migrant child. The constantly changing environment of the migrant child makes his problems even more critical than those of many other children in America.

Because leisure is an essential aspect of day care programs, the incorporation of effective education for leisure should be explored with both parents and children included in the planning and program.

Private and public agencies, as well as the schools within the community, should recognize both their potential and their responsibility to educate children and their families in the value of leisure, to encourage healthy attitudes toward leisure, and to help develop proficiencies in leisure activities.

Federal support for leisure should take the form of block grants to state and local agencies. This procedure will ensure optimal local control and determination in the planning of leisure activities for the child and the family.

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Forum No. 21 Members

John B. Lawhorn (Chairman)

Joshua L. Miner (Vice-Chairman)

Evelina Antonetty

Michael J. Ellis

Nancy Giese

Luck Hendrix

Min Horowitz

Esther R. Landa

Louise Odiorne

S. Marvin Rife

Grady Roberts

Thomas Schweller

George W. Smith

E. Robert Stephens

Buenaventura Jesus Venegas

Diana R. Dunn

Rights of Children

The Rights of Children

Report of Forum 22

White House Conference
on Children 1970

Preamble

We emphasize to the American people that it is the right of every child to have parents—natural or substitute, who love him and are concerned about his general welfare. Recommendations, resolutions, and legislation cannot ensure every child the basic human need of love.

It is the responsibility of society to ensure that each child has the right to a healthy physical environment, as well as an environment of love; a love guaranteed by the emotional and personal fulfillment of the home.

There is no magic formula that 4,000 delegates to this White House Conference on Children can conjure up to solve the needs of the child, although there are programs to be planned which may alleviate the material or physical needs of the child. The millions of Americans who are not here are responsible for supplying this parental love in their own homes, for filling the generation gap that need not exist. Although societal services should ensure each child his basic physical human needs, family obligation is personal and not governmental.

—Baron Gushiken, Age 16

Introduction

While the topic, "The Rights of Children," may suggest a narrow focus upon law, the issue of rights has greater depth and scope. Stephen Hess, Chairman of the 1970 White House Conference, captured both this broader focus and a key dilemma facing those concerned with the rights of children when he said: "But there remains the whole area of pre-court rights; the child is often a victim of those whom society has designated as his protectors—parents, guardians, teachers, physicians, and yes—even lawyers." This Forum is concerned with rights, both pre-court and beyond the ken of the court, as well as with the problems of who protects the child from his protectors, who guards against the guardians, and what mechanisms and which persons provide the best means to gain and protect the rights of children.

While we believe that this (and any) nation's most precious natural resource is its children, we have not always acted accordingly, nor do we demonstrate the capability and will to act in such a manner at this time of ever growing complexity and tension in our society. To make our actions reflect our commitment to children is the challenge we must accept as individuals and as a nation.

While concerns over the rights of children have been expressed in the past, today they have a special intensity, partly because of the drive for rights among other deprived groups—minorities and women. In the drive for children's rights, earlier laws and conventions designed to "protect" the weak (women and children) are increasingly being viewed as constraints that must be cast aside. The questionable effectiveness of agencies serving children, particularly schools, as well as our growing knowledge of child development and of the effects of deprivation make action essential. In addition, when growing productivity and material affluence make the opportunities for a better life attainable, public attention naturally turns to rights as the means for ensuring such opportunities.

Our consideration of children's rights is based on a knowledge of their developmental needs and characteristics. When defining a child's rights in a series of entitlements, it must be recognized that as a child grows, many of his developmental needs and characteristics change, including his capacity for mastering certain tasks. Children in the same developmental phase can have differing needs depending upon many factors either within them or in their environment. Public policy and action—Federal, state, and local —must rest upon this knowledge if it is to provide our children the opportunities for healthy growth, internal well-being, and fulfillment.

We must emphasize designing and establishing opportunities for growth, not creating involuntary benefits or a tyranny of services. The state is obligated to establish, maintain, and safeguard equal access to such opportunities while ensuring that children are not forced to utilize a given service merely because it is available.

Internal well-being is crucial to the fullest development of each child's potential. Although parents remain central to the child's guidance and emotional and biological nurturing, they cannot be expected to meet all a child's needs as he seeks to cope with today's highly complex, mobile, and increasingly stressful world. The state must actively establish and protect those rights which reflect his needs.

Goals

The nation must be committed to achieving the following goals:

Ensuring the rights of children

Enabling all child care workers to administer individualized care

Ensuring equal opportunity for mental and physical health to all minority group children.

These commitments are based on the following considerations:

The birth and developmental needs of children and their families must be met as these needs are manifested among children at different ages and in different sequences, patterns, and circumstances.

The needs of all children must be met regardless of socioeconomic status, race, sex, or place of living.

The family and the society share the responsibility for meeting a child's needs, since these needs are so great that neither the family nor society alone can meet them.

A child's sense of responsibility, built of self-discipline and respect for others, is necessary to his development and results from the family's and society's responsible behavior towards him. Security for the child in and through the family is a basic precondition for his self-realization. But security is not merely the absence of want; it also includes a sense of future security—an absence of fear of the future, a sense of the regularity of basic necessities defined in the context of a society with material abundance, and a sense of control over important life choices. When such security cannot be offered by parents alone, society must provide the means for achieving it; at the same time society must preserve the family's dignity and its right to decision making.

Services must be equal in quality, as well as equally accessible and controllable, regardless of the family's financial circumstances.

Services must be tailored to the needs of the individual; and the child's and his family's dignity must be the prime consideration in selecting the manner in which these services are delivered, the place, the time, and persons to administer them. Above all, those maintaining and rendering services should be directly and continuously accountable to the individual served and to his community.

We conceive of "rights" as the intrinsic entitlements of every human born (or residing) in the United States. Although adult rights have been specifically delineated in the law and Bill of Rights, children are still considered objects to be protected—indeed, almost possessions. We must recognize their *inherent* rights which, although not exclusively those established by law and enforced by courts, are nonetheless closely related to the law.

Although children are one of our largest and most vulnerable minority groups, they have no voice in political processes and do not directly participate in lobbies on their own behalf. Their rights can be, and frequently are, infringed upon—often by those who claim they are acting in the child's interest.

The Issues of Children's Rights

The issues of children's rights can conveniently be examined in the context of the child's relationship to the parent, family, school, courts, and society; and in the forms of accountability and enforcement of these rights.

The Child and Parent

Much of the law now governing the relationship between parent and child relegates the child to a status little more than chattel. Parents, for example, are described as having "property" rights in children and, in almost every instance, children's economic interests are subordinated to those of the parents. Legal concepts of parental control and legal requirements of parental consent leave the child little opportunity for self-determination. The time has come to reexamine such fundamental issues as the extent to which a child is entitled to seek medical and psychiatric assistance, birth control information, and even abortion, without parental consent or over parental opposition; the entire concept of emancipation and its consequences; the concept that the child is economically subservient to the parent, now embraced in common law and statutory directives; and the desirability of subjecting children to the stigma of juvenile court proceedings merely because their conduct conflicts with parental standards.

The Child and the Family Unit

Divorce, child custody, and adoption laws and regulations, while paying homage to the "welfare of the child," are frequently the means for playing out adult interests, venting adult anger, serving adult convenience, or meeting adult desires. A serious commitment to children must involve reexamining the laws, statutes, ordinances, rules, and regulations governing marriage, divorce, custody, support, paternity, illegitimacy, adoption, dependency, guardianship, and property rights. Such reexamination should not only clarify and bring coherence to a confused and often contradictory whole, but should lead to grounding these policies and procedures in the primacy of the child's interests. Labels of illegitimacy, for example, should be avoided since they stigmatize children through no fault of their own.

The child with one parent is another case in point. Such a child should not be discriminated against but should be given the same legal standing as others. The one-parent problem is especially acute with minority groups where, because of society's disruption of family units, there are often many children with only one parent. The situation, so often admirably accepted within the minority community itself, is often condemned by the larger community the child encounters in school and other institutions.

The Child and School

Because the state compels children to attend school, because children are relatively weak and easily coerced, and because school is the societal institution with which children have their first close contact, it is especially important that the school honor children's rights and recognize the primacy of their interests. The child's basic right in school is access to a satisfactory education. Whatever a child's color, sex, race, class, marital status, physical condition, or behavior, he is and should be entitled to publicly supported educational services. No child should be excluded, expelled, or suspended from such services for more than a few days unless alternative provisions for his education are arranged.

As in the case of children's rights in general, the rights which children have in school do not have to be earned. Their exercise is the child's privilege even if his judgment is poor, or if he is ill-informed, ill-mannered, or has contributed little or nothing to his class, school, or society. Any list of a child's rights in school should include among others:

The right to an effective assessment of his capability using all new research methodology, especially utilizing that methodology which best evaluates the most effective sensory input modality and therefore gears the learning to the talents and unique potential of the child.

Freedom to express ideas verbally and in print, as well as by wearing buttons, badges, armbands, or insignia.

Opportunity to refuse, without penalty or embarrassment, to participate in ceremonies and activities expressing loyalty to or agreement with any belief or symbol.

Due process in any procedure involving loss of the right to attend or fully participate in school activities. Moreover, it should be a child's prerogative to negotiate with school officials on issues involving his rights.

Freedom from corporal punishment.

Protection from unauthorized use of school records, the indiscriminate use of tests and similar screening devices, and the release of such data to sources outside the school without the pupil's knowledge and consent. The child and parents should also have the opportunity to review the records periodically and insert clarifying or countervailing material.

Freedom to follow their own taste in clothing and grooming.

The above rights should be limited or ignored if, and only to the extent that, their exercise presents a present danger to the child or other children or could seriously harm other persons and property; or if it is demonstrably necessary to limit them so the school can serve all its students equally.

One reason we are concerned about the child's rights in the school is that we believe education today must recognize that it is desirable for the child to meaningfully participate in the processes and substance of his education. Education which is relevant to a changing future-oriented society can be meaningful only where learning examines the exciting changes and needs anticipated for tomorrow's society.

The Child and the Courts

In 1967, Supreme Court Justice Fortas, writing in *In re Gault*, summarized the basis for establishing special juvenile proceedings:

> Early reformers were appalled by adult procedures and penalties and by the fact that children could be given long prison sentences and mixed in jails with hardened criminals. They were profoundly convinced that society's duty to the child could not be confined by the concept of justice alone. The child, essentially good, as they saw it, was to be made "to feel that he is the object of the State's care and solicitude," not that he was under arrest or on trial.

Unfortunately, procedures initially designed to be rehabilitative but not retributive, informed but not abusive, enlightened but not willful, have too frequently become the opposite of their intent. Children have been forced to seek redress from their presumed benefactors. Newly won, or perhaps better, newly affirmed, rights include the rights to counsel, to appeal, to due process, to invocation of the privileges of avoiding self-incrimination, to confronting those who give harmful testimony, and to conviction only upon proof beyond a reasonable doubt. As Mr. Justice Black wrote *In re Gault*, children are entitled to these rights "because they are specifically and unequivocally granted by provisions of the Fifth and Sixth Amendments which the Fourteenth Amendment makes applicable to the states."

Writing in the same case, Mr. Justice Fortas pointed to the evils caused by "unbridled discretion," "the absence of substantive standards," "the absence of procedural rules," "departure from established principles of due process," and "arbitrariness." The recognition of these conditions, too often characteristic of juvenile proceedings, compels us to look further at issues such as standards for arrest, search and seizure, pre-hearing detention, bail, the use of social and psychological reports and records, the stigma of juvenile arrest records, trial by jury, and the intermingling of investigative, accusatory, and adjudicative functions.

The Child and Society

The spite of recent court decisions, *In re Gault* and others has brought into question the view of the state as *prens patriae*—the benevolent protector of the vulnerable child. But, whatever the procedural safeguards won in these decisions, children have entitlements which go much further—the right to protection against neglect, abuse, poverty, discrimination, and degradation. Most important, children must have redress, especially when their rights are infringed upon in the name of rehabilitation or treatment. The help given children must be benevolent and therapeutic, not designed merely to avoid or shunt the problem aside, nor should it involve incarceration, or whatever the detention facility is labeled. A simple step has been recommended by the Pennsylvania Governor's Council for Human Services Task Force on the Family: "Establish the practice that no delinquency charge is filed against a child or youth who applies for help."

Children's Rights and Legal Accountability

The rights described above, legal or otherwise, will remain mere aspirations unless safeguarding mechanisms are developed and implemented. Past experience has shown that neither good laws nor benevolent administrators are sufficient, but that a system of multiple support and protection for children is needed.

Those persons and institutions charged with promoting, protecting, and implementing the rights of children—parents, schools, social welfare agencies, public officials, governing bodies—must be held legally accountable for their failures and deficiencies in meeting these responsibilities. Further, we must establish persons and agencies specifically to seek the enforcement of the rights of children, such as ombudsmen, child advocates, enlarged access to counsel, or some combination of these. And, finally, we must develop means for involving children in protecting their own rights. This Forum believes that our nation is capable of providing, asserting, and, where appropriate, legally enforcing rights heretofore neither universally recognized nor capable of universal provision.

Specific Rights of Children

The specific rights which are central to a child's well-being may be categorized in six groups:

The right to grow in a society which respects the dignity of life and is free of poverty, discrimination, and other forms of degradation.

The right to be born and be healthy and wanted through childhood.

The right to grow up nurtured by affectionate parents.

The right to be a child during childhood, to have meaningful choices in the process of maturation and development, and to have a meaningful voice in the community.

The right to be educated to the limits of one's capability and through processes designed to elicit one's full potential.

The right to have societal mechanisms to enforce the foregoing rights.

The above categorization is neither unique nor original; compare it, for example, with the Children's Charter of the White House Conference of 1930 (1) or the basic rights of the child listed by the Joint Commission on Mental Health in its report, *Crisis in Child Mental Health: Challenge for the 1970's.*(2)

We are not implying that children alone have rights, nor are we recommending a child-centered society. We do not offer formulas for guaranteeing a child's rights, but rather guidelines for evaluating current practices and developing strategies for their improvement.

An area of confusion surrounds the question of whether the rights of children in a democratic society are coexistent with those of adults. The American Civil Liberties Union answered in a statement to the White House Conference on Children:

> The answer is necessarily qualified by the emotional, biological, and social immaturity of children and the fact of their dependence on the adult world. Children are subject to the control and protection of not only their parents but a number of institutions, such as schools, agencies, and the courts. The issue, therefore, is not whether a child's liberties are the same as an adults, but how the

limits of adult control may be drawn so as not to infringe on the child's right to grow in freedom in accordance with the spirit of civil liberties embodied in the Constitution.

We caution against the understandable tendency simply to modify current practices and revamp or expand current services. New approaches to ensuring children's rights are needed. We have deliberately tried to avoid concretizing or singling out any one way to ensure these rights. By mentioning opportunities which should be available to all, we seek to avoid the idea of compulsory services. We insist instead that the society create and support sound options from which the individual may seek and receive as much support, help, and nourishment as he needs.

The Right to Grow in a Society which Respects the Dignity of Life and Is Free of Poverty, Discrimination, and Other Forms of Degradation.

This right is the pre-condition for all that follows in a child's life. The rights of children, however, are denied by society continuously under tension of war and near-war and subject to the insanity of nuclear holocaust; a society which permits poverty when it has the resources to end it; a society which continues to circumscribe individual effort and achievement on the irrational basis of color, sex, religion, and social status.

To thrive, children must live and grow in a society free of war and the ever-present threat of war, a society which demonstrates its commitment to children by eliminating hunger, poverty, racism, and sexism. A child must live in an ordered world where he can anticipate the consequences of action or effort; the lack of such order forces the child to expend so much of his energy on the bare necessities of survival that he has little left for self-fulfillment.

Children need to see their parents and other adults as models of the kind of person they can aspire to become. Children, particularly those from minority groups, also need to see their parents as having some control of their own destiny including economic security.

Children need the assurance of dignity and a decent standard of living to be able to adopt healthy values, to make free choices concerning their future, and later to love and provide security for their own children.

Children raised in a minority culture will thrive and be able to value that culture if they see their parents as dignified, significant, and economically secure adults. Respect for the parents will help the child respect himself. However, lack of respect, lack of dignity, and inadequate standards of living are common in our society. They are most glaringly revealed in our nation's treatment of its Indian, Black, and Mexican-American citizens, and the pernicious effect is greatest upon their children.

We must also encourage minority groups to preserve their heritage; parents who know and are proud of their origins can offer a child the heritage, the history, and the security which will give him a "flexible stability." Such stability allows a child to work for meaningful change, to solve new problems, and to adapt to a rapidly changing world. Future shock, resulting in apathy and immobilization, occurs primarily in children and adults whose sense of heritage is weak and whose relationships with parents and child-caring adults have been insecure.

The Right to Be Born and Be Healthy and Wanted through Childhood

And

The Right to Grow up Nurtured by Affectionate Parents

Since these two rights are so closely connected, our discussion of them is combined. Our primary concern is how to create a situation in which children can be nourished and wanted, and how the legal system either supports or conflicts with this goal. Our basic focus has been on the role of government—Federal, state, and local—whose work is promoted through law.

We define a wanted child as one who is valued and desired on a continuing basis by at least one adult. Such an adult offers the child affection; nourishes the child physically, cognitively, and emotionally; and fosters the child's feeling that he is and continues to be valued by those who take care of him.

We must ask to what extent our tendency toward violent resolution of conflict, both internationally and domestically, undercuts and interferes with the child's right to affection and nurturing. We must also ask how adequate existing laws are for creating an environment in which all children can be nourished and wanted. We are not speaking of law mainly in terms of compulsion, but of law as a means of creating opportunities for, or eliminating obstacles to, a child's complete development. Laws need to be used to prevent irrational interferences with learning and creativity.

The child who is wanted begins life under conditions that favor his development. Nevertheless, his parents will probably need various kinds of parental and postnatal assistance and services to continue to sustain his healthy growth. Counseling for the prospective parents, for example, is important so they may be better able to give their child affectionate, nurturing care.

The nutrition and health of the pregnant woman is also very important. In the United States the survival of children during the neonatal period is far below that of Sweden and other countries; the poor, and essentially minority children and mothers are at high risk. Premature births due to poor prenatal care, including low-protein diets, are an important factor in our high mortality rate. Many infants who survive despite lack of protein suffer brain damage and are retarded. Infants and children with inadequate protein diet are small in stature, have lower brain weight, and lower IQs; older children are apathetic or, if brain damaged, hyperactive.

We can and must prevent starvation and waste of our children and youth. Community action must prod government action at every level, and communities should work with the health professions to ensure their joint effectiveness on the national scene. Women of all races and income levels should be assured skilled prenatal, delivery, and postpartum care. To ensure their mental and physical well-being, all newly delivered mothers should be under the care of specially trained personnel who, in addition, may provide family planning counseling. These services could be provided under the supervision of doctors by paraprofessionals who could also be utilized in counseling and follow-up activities with these families. Such care is within our technical and economic capability.

Particular emphasis must be placed on developing psychological supports and other services on a neighborhood and community basis. A core of nurses and aides must be trained to identify depression during pregnancy and after delivery, as well as mother-child alienation, so as to permit counseling to mothers in the hospital or home.

In addition, homemaker services must be provided to promote satisfying mother-child and father-child early interaction in a supportive environment, which ultimately leads to loving care. The poor and minorities especially need such outreach services by their own people. Communities should seek Federal support to establish these services and possibly train older women to staff the program.

The financial incapacity of the new parent should not, as it frequently does, preclude continuity of adequate, nourishing care for a child. Laws should ensure financial and other tangible supports for adults so they can fulfill their parental role. While the wanted child lives under favorable conditions, the unwanted child frequently faces insurmountable barriers to his healthy development. Ongoing research on infants and small children deprived of nurturing indicates that deprivation at critical stages of development may be crippling. Parents who cannot economically afford another baby cannot easily nurture it; they must often find parent surrogates, such as grandparents or baby sitters who may be unresponsive to the infant's needs and may critically affect his development. Mothers (and fathers) who are depressed as a result of having unwanted children or who have marital or other problems which reduce their sense of adequacy may be unable to nurture a baby or a growing child.

By the time a child is three, the effects of deprivation, although possible to ameliorate, may not be entirely reversible. Studies of the "failure to thrive" syndrome point less to genetic or physiological determinants and more to psychological and behavioral factors. An ever downward cycle is likely when the infant, deprived of stimulation and involvement with a nurturing adult, begins to fuss, is sleepless, and fails to gain weight and grow. And the mother, seeing this, labels herself a failure. This feeling of failure only increases the estrangement between mother and baby, further blocking the mother's capacity to relate to the child in a nurturing manner. In such a circumstance we can see the interconnection of the first three rights: if the parents are degraded by the society, or if the absence of birth control or abortion facilities produce an unwanted child, the likelihood of their being affectionate and nurturing toward their child is sharply diminished.

Several measures can help ensure that our children are wanted and nurtured. All who wish to prevent a pregnancy should have easy access to contraceptive and family planning information; abortions should be available, although never mandatory. The parent who brings the child into the world and discovers he does not want him should not be compelled or shamed into keeping him. Such ritualistic adherence to the biological or blood tie has frequently led the law to deny the child an opportunity to be wanted.

The arbitrary categorizing of the non-biological parents as "foster parent" can be detrimental to a child since it connotes a lack of permanency. We must continue to ask ourselves at what point has the biological parent psychologically lost his status as a real parent. The law must recognize that "foster parents" can become "real parents" and change existing laws and policies which support the misconception that they cannot.

To help guarantee a successful adoption, the child must have initial and continuous professional concern and the adoptive parents must be helped to assume the child-caring role and understand the child's development phases as he matures. This is particularly important in the case of children who have developed emotional and learning problems; such children must also receive any special services they require. Professionals and paraprofessionals can also offer anticipatory guidance so that problems can be solved before they are serious.

In all placement cases, however, continued follow-up to ensure the child's well-being and prevent the crises which usually terminate a foster relationship must be mandatory for all juvenile courts and protective welfare services. Since this requires more manpower, Federal subsidies may be needed, as well as child advocate monitoring, to ensure equitable manpower distribution.

In placement settings, such as institutions, laws could help preserve a child's sense of life's continuity by regulating procedures so that the staff maintains meaningful communication with those adults who are important in the child's life.

Before we can directly help all the children needing it, we must also find ways, without intruding upon the rights of adults, to identify "'unwanted" children as early as possible. Currently, many remain in a desperate family situation for too long. A battered child, for example, should be an immediate signal of hostility between the family and himself . . . a signal which should trigger the full mobilization of resources to help both the child and his family.

Removing the poorly nurtured child from non-consenting parent(s) will be a most difficult problem, since, in a democratic society, both the interests of the child and his parent(s) must be safeguarded. The decision will be even more difficult because of the enormous emotional freight or entanglement that the concerned adult must unravel to see the issue clearly. Since it is also possible that biases of an involved professional may be unrecognized but major determinants of decisions, those who judge such cases must be trained to recognize and discount them in their decision making.

If the choice is ultimately between what is least detrimental to the child or what is least detrimental to the adult, we profess a bias in the child's interest. Exercise of this preference should help interrupt the transmission of conflict and pathology from one generation to the next: just as the battered child often batters his children, so the well-nurtured child is likely to be a nurturing parent. Such choices are best made, however, when part of the process ensures or provides an ongoing involvement of both parents.

Child-centered divorce laws should ensure that the welfare of the children is primary. This means that the parent with the greater capacity to nurture and love the child should gain custody of him. It also implies that when parents are using the child against one another, the court would provide nurturing and loving foster homes and adoptive families.

This Forum also believes that we frequently go to the other extreme of removing children from their homes too soon, before we have mobilized the kinds of help which might enable the family to maintain or reconstitute itself so that the parents can adequately fulfill their role. All possible steps should be taken to strengthen and preserve the family. Disruption of the family and weakening of its structure and bonds of affection should not be permitted except by police action in situations where there is a clear and present danger to the safety of others, or by the military service in a national emergency. In the implementation of Selective Service laws, however, the effect upon children should be a factor.

Child-centered criminal and civil law would not remove parents from their families, as is the current practice, for minor crimes and misdemeanors—failure to pay parking fines, rents. In such cases, the court would be enjoined to consider the primacy of the family and the obligation to strengthen it. The courts would offer defendants more beneficial opportunities to make restitution and learn citizen and parental responsibility, such as meaningful weekend work designed to clean up and beautify the environment. In some instances, joint projects of this type, involving teen-agers in the family, could enhance the family unity. Such beneficial "sentences" could help decrease crime, especially if the opportunity for the defendant to maintain his job and do it more effectively are part of the court's injunction. Some of our county courts have already instituted this practice.

When parents have been imprisoned, liberal visiting privileges or live-in provision for the infant (as is the case in some modern institutions) so his mother may continue nurturing him are required to maintain some degree of family stability.

The Right to Be a Child during Childhood, to Meaningful Choices at Key Points in the Process of Maturation and Development, and to a Meaningful Voice in the Community

We force children to make choices much too early; we are too quick to label and categorize them; we maintain all-encompassing and permanent records which stigmatize children. Such practices rob the child of the opportunity to be a child—of the right to play, investigate, explore, relate, test, try out, experiment, and rebel, as well as to develop according to sexual and genetic differences.

The balance between gathering and recording information about the child to aid his growth, and using it to label and shunt him into one or another "track" in his schooling is too tenuous to permit a mere expression of good intent to justify these activities. We must continuously evaluate how and by whom such information is collected, by whom and for what purposes it is used, for how long and in what way it is maintained. Prevention of abuse can be promoted by being open about such records, by allowing the party concerned access to them and the opportunity to comment upon and challenge particular items, and by positive legal sanctions to ensure their non-harmful use.

Laws and police practices, school regulations, and social welfare agency procedures must not brand children as criminals, deviates, or disruptors. A child has the right to learn through trial and error, to try a variety of educational experiences, and, if necessary, to fail without permanent stigmas or labels.

In a rapidly changing, pluralistic society, we have a vital need to help children learn flexibility and openness, to tolerate others, and to develop the capability for leadership and the capacity for living with dissonance and differences made inevitable by technological change. This will require a new and flexible educational system which, unlike today's rigid schools, is ready to help children learn flexibility and problem solving, partly by engaging flexible and experimentally oriented teachers. It will also require that we, as adults, develop a basic respect for differences through appreciation and understanding of minority groups. We must give minority groups their right to self-determination and economic security.

Children also need adult models they can emulate; lacking secure parental and adult models, they shrink from involvement and commitment. And they develop myriad mental and physical problems as they seek oblivion and escape from change and responsibility through meaningless work, uninvolvement as citizens, and addiction to drugs and TV.

We can also help our children accept responsibility by allowing them their right to serve responsibly and to be valued and needed by others as they give of themselves. Too often, little is expected of the child who could, given the opportunity, take some responsibility in the family, among his peers, and in the community. For example, with opportunities to serve as volunteers or workers in a day care center or other child and youth serving programs, children will not only experience the self-respect which accepting responsibility can bring, but will also gain ideal parenting preparation from observing behavior and learning patterns in children of various ages.

Psychological and physical infant deprivation can be prevented in the future if today's children learn about themselves and about infants and children—how to care for and enjoy them—through projects involving children of various ages. Such group projects promote intimacy, cooperation, honest discussion of physiology, sexuality, and drugs, as well as problems of independence and job choice. A national commitment to meaningful job training and employment opportunities is requisite for such a program. Only community action and state pressures on legislators will ensure national priorities and monies for programs.

Children also have a right to participate in making decisions which affect their lives. And group projects also provide one of the most effective ways to help young people develop a sense of self-determination, as well as responsibility. For example, gathering data and making recommendations on issues of major concern to their community—better housing, pollution, safety in the streets, multiple use of school plants for community functions—teach children how to acquire facts, evaluate them, and come to rational, workable conclusions. Classroom projects beginning in fifth grade or which actively involve children in democratic processes can be excellent early practice in citizen participation. Permitting students to assess their own learning, as well as the teaching methods in class, and gathering data on how to improve both is an ideal project. Older children could guide younger students to appropriate resource materials in such a project, with the result that the relationships between age groups would be enhanced. Teachers must be trained to encourage and provide leadership for such activities.

As participants, children develop the social responsibility essential for responsible citizenship later. Close involvement in actual problem solving experiences in the schools and the community creates mutual respect, a sense of warmth and closeness, and regard for the contributions of others. Working together creates a sense of intimacy which permits people to express their verbal as well as non-verbal feelings, sensitizing all participants to a range of feelings within themselves and others, and their various forms of expression.

The Right to Be Educated to the Limits of Individual Capability and through Processes Designed to Elicit Their Full Potential

Children have the right to a childhood which, through the support of loving adults, permits them to reach their fullest potential both intellectually and socially. They have a right to guidance from adult and institutional models whose love and concern is expressed in ways to help them achieve self-reliance, self-discipline, and self-realization.

Only through meaningful education and by developing their abilities can children become contributing members and leaders of society. Discrimination against minority children, especially, unfairly thwarts the development of competence and mastery.

Children also learn best by doing, experiencing, and experimenting. Too often education today stifles the spirit of inquiry, curiosity, experimentation, creativity—the very qualities which must be nurtured and encouraged. A child has a right to explore his environment, learning from both success and failure. Educators and others responsible for the child's education are obligated to use their observations on behalf of the child, to help him to use his talents in a manner most satisfying to him and most useful to society.

Equal and enlightened education must be available to all children regardless of race, sex, language, handicap or behavior. Differences in children—in their sex, age, maturation—require differing approaches to their education. For example, the autonomic nervous system stabilizes earlier in girls than in boys with the result that girls are ready to learn to read and write when they enter primary school, but many large-muscled hyperactive boys cannot sit still. The school's uniform curriculum may contribute to such a youngster's increased hyperactivity and learning difficulties. In addition to different developmental patterns, varying learning styles, backgrounds, and strengths must be sought out and respected. When one form of education is not conducive to the child's best development, alternate forms and models need to be established. Society carries the obligation to provide educational experiences in which every child can and does succeed. Community and school staffs should offer all types of learning alternatives. Alternatives may include: learning at home, in a variety of community settings, on a job or while playing; through individual tutoring, peer teaching, independent study, teaching teams or mass communication; via role playing or simulation or actual experience; all year long, or in three-to-six month segments, or in alternating periods of intense study followed by freedom for reflection and self-directed pursuits; in multi-age or family groups, or in groups of all boys or girls; by living on farms, or in foreign countries or in different cultural and ethnic settings.

In any case, all personnel delivering educational services must be responsible both to the children and to their parents. Communities, boards of education, and public school staffs in cooperation with legal advisors should develop guidelines and contractual steps by which parents and students may demand accountability for the quality of educational service that they receive. These guidelines should be accompanied by legislative acts or procedures for legal redress for damages or return of public funds.

Such accountability can be fostered by permitting the child to help plan, design, and implement educational activities. Each classroom, school, and school system structure should be examined and reorganized with the aid of students and others it affects so that together they reflect our pluralistic society and offer a share in the power and decision making to their constituents.

A child's educational rights are especially important for minority group children. Everything in our society tells them they are inferior to or less important than middle-class whites. Our schools must correct that stigmatizing and paralyzing message.

The disproportionate school drop-out and delinquency rates, the disproportionate numbers in correctional institutions, the excessive welfare recipiency, the paucity of ethnic students in institutions of higher learning, and the low socioeconomic status of the majority of ethnic families can be greatly attributed to the past and present failure of public schools to adequately prepare most minority children to function in a democratic society. Educational opportunities for all children must include sufficient options for discovering and fulfilling talents in service, trade, or professional careers. All career possibilities should be presented as dignified and necessary to society.

We must also establish multi-cultural and multi-ethnic study teams comprised of perceptive individuals—psychologists, educators, parents, and students—who can identify human capabilities. These teams will work to uncover the unique strengths and genius of non-white children so that these may be utilized in helping them learn. To spotlight and give this program highest priority, local, regional, and national conferences should be planned within the next two years with Federal and foundation funding.

The Right to Have Societal Mechanisms Developed to Make the Foregoing Rights Effective

Schools, welfare agencies, police and courts, and mental health and health institutions all, unfortunately, undermine respect for individual and social differences. They abuse their client's rights through a system of non-service, or at best brutalized service, to which Black, Indian, Spanish-speaking, and Oriental adults and children can all testify.

Most observers agree that our present system fails for the following reasons:

Service delivery arrangements are geared more to professional and field needs than those of children.

Only a fraction of the population in need is reached, and too often with too little, too late.

We deal primarily with crises rather than prevention.

Although we know that problems often begin in infancy, we develop only intervention programs for those who have passed this critical period.

We need to revise the basis upon which services are offered, provide instruments and agents who act on the behalf of children, and utilize and train new personnel. Those served by institutions and programs should have some voice in their control and direction. In today's changing environment these institutions can prevent further alienation only by actually reflecting the citizen's concerns and needs. Such participation will not only make these agencies more responsive to those they are to serve, but will also lead to better services by these agencies. As the "Coleman Report" noted on school, the child's sense of involvement in, and responsiveness to the school is important to how well he learns in that school.

Individuals, agencies, and public bodies providing services to children have seldom been held legally accountable for ensuring their clients' rights or for their own overall performance. It is not enough, for example, to assert and enforce the right of a child to education; the right is to quality education. As with the other rights described, the assertion of this right must include a standard of performance and a positive obligation of the service-giving party to deliver it. Agencies not meeting recommended standards should face a variety of charges, including malpractice liability. To hold such agencies responsible raises questions as to sovereign immunity, the defenses of legislative domain, as well as the failure to meet professional standards and practices.

Since current mechanisms for asserting and enforcing the rights of children are either limited or non-existent, child advocate services should be established. Such services must be accessible and available to every child, and must be able to operate effectively within the context of each of the institutions which impinge upon the life of the child—school, courts, police, and child care agencies. Advocates should seek redress both on an individual "casework" and a general social action level. We suggest establishing a National Office of Child Advocacy to operate at the highest governmental level as both an advocate and a lobby on behalf of children, as well as community child advocate services responsive to a local constituency.

In addition to the above enforcement mechanisms, we must select and train adults who can meet the rights and needs of children for work with them. We have often limited or excluded potentially excellent workers by arbitrary and irrelevant standards such as those involving formal training and credentials. The experience gained over the past several years in using paraprofessionals in schools, health and welfare agencies, courts, and counseling programs argues for broadening the definition of those who can and should serve. Training in the most advanced techniques of their professions is central to effectively using paraprofessionals, as well as those traditionally employed by child-serving institutions. Teachers, judges, social workers, probation officers, welfare workers, physicians, nurses, and counselors must know how to use themselves and paraprofessionals most effectively in each of their roles; and they must be able to train and be trained by paraprofessionals to provide the needed manpower.

A massive overhauling in the training of teachers, physicians, nurses, mental health professionals, and court personnel is essential. All pre- and paraprofessionals should be trained in the same competency, accountability, and sensitivity model. Understanding the child's changing needs with development is essential in all training.

Human service professionals and pre- and paraprofessionals who personally understand the wounds resulting from discrimination, prejudiced services, and a hostile environment can render their particular ethnic group the most relevant and complete services. Therefore, education of minority service personnel must have high national priority. Present personnel must be retrained in the new models and work in a setting which requires performance in these models.

Sensitivity to the needs of others is a prerequisite to serving children. Learning this requires competence in the specific child service area and involves participating in group techniques to aid in understanding the feelings and needs of others. Such training will, of course, carry with it a definite accountability to the clients served and to the community.

Training must also be geared to understanding and advancing the rights of children at all developmental stages, to protecting their inherent fragility and sensitivities, and to identifying each child's uniqueness so that it can be preserved and enhanced.

Human service professionals and paraprofessionals must learn how to provide each child the individual attention which will meet his needs and help him become a more effective and loving person. One benefit of such individual attention would be the protection of the child from societal and family abuse through the teacher, for example, recognizing signs and warnings of impending difficulties.

Training must also develop an understanding of the contingencies of any professional's or paraprofessional's actions on the child's next stage of development. Teachers, judges, and medical personnel must be aware of their impact on the child and his family and of how they are a child's model of adult behavior.

Training to understand the various modalities of learning, learning styles, and individual learning needs must be a part of the training of all who work with children. Humane treatment of children and their families must also be a part of good training; it results in consideration of the needs of the child and the development of his sense of responsibility. An excellent example of this is when a physician honestly prepares a child for a surgical procedure: he will discuss details with the child and family and permit family members to remain at the bedside to maintain the child's optimal mental and physical resources in time of stress.

Mutual respect of adults for one another—how to cooperate on behalf of a child—should be part of training experiences. The child, through such an example, will develop respect for adults, self-respect, and self-discipline.

Finally, training adolescents to serve other children in various paraprofessional roles is not only excellent pre-professional experience for the adolescent, but it enables the younger child to learn from, and model himself after, a peer.

Major Recommendations of Forum and Delegates

To ensure children's rights, including basic needs and education, individuals and agencies responsible for providing these must be held accountable—legally and otherwise.

Accountability

Every child is entitled to good health care from conception; to at least minimum standards of food, shelter, and clothing; to effective education; and to a family environment in which the parents have an opportunity for economic security. Individuals, agencies, and public bodies offering these services have seldom been held legally accountable for their performance. Therefore, we recommend that methods of assessment be established and that all who render services to children be held accountable to standards commensurate with the requirements of their profession, and that private and public bodies which fail to render adequate services to children also be held accountable.

Rights of Children Vis-a-vis Parents

We recommend that laws dealing with rights of parents be reexamined and changed where they infringe on the rights of children.

The primary right of every child is to be born wanted and healthy and to be nurtured by affectionate parents. Therefore, if a prospective parent seems incapable of properly nurturing and caring for a child, means should be available (without coercion) to ensure the child will not be born or reared in a home without affectionate parents. Laws which limit the availability of sex education, family life education, contraception, abortion, or sterilization should be amended to permit people to avoid having a child which they do not want or cannot adequately care for.

Similarly, laws relating to parental custody must be changed so that the child's right to have a proper home supersedes the parent's right to retain custody. The welfare of the child should be made the primary consideration in all cases involving termination of parental rights.

In all other cases where the rights of parents infringe on children's rights, amendments should be made which reinforce the primacy of the rights of the child.

The task of determining which laws need to be changed should be assigned, but not limited, to the following organizations:

National Council of Juvenile Court Judges

Commission on Uniform State Laws

Family Law Section of the American Bar Association

The agency in each state with responsibility for protective services for children

Children's Division of the American Humane Society.

Funding for Counsel to Children

Funds must be allocated to the states to provide counsel to children in juvenile proceedings, legal or administrative.

Our recommendation is based on the premise that implementing and expanding the Supreme Court decision in *In re Gault* is the best way to achieve the recommendations of the White House Conference on Children. Just as rights without remedies are meaningless, so legal accountability without counsel is also meaningless. Thus, we believe that the most basic requirement is to provide legal counsel to enforce all rights of children.

We believe that the Federal government should expand OEO funding so that this agency can implement the above recommendation.

A Family for Every Child

All children must be ensured permanent, loving family nurture through improved coordination and monitoring of family, foster care, and adoption referral services. To this end, we must:

Intensify support for intact families to minimize the need for separating child and parent.

Develop clear legal and social procedures to guarantee the child's right to a new, permanent family if the original child-parent relationship cannot be maintained without irreparable damage to the child.

Provide Federal assistance for support and professional services to foster and adoptive homes.

Institute an accurate, computerized Federal adoption exchange to coordinate state exchanges. This will maximize cooperation as well as knowledge of adoption needs and resources for the "hard-to-place" child.

Institute an identification and case monitoring system for each child physically removed from his home to ensure planning for, and progress toward, permanent placement for such children.

Create a National Committee on the Rights of Children to a Family to eliminate the national backlog of children without permanent homes within this decade. This committee would coordinate the use of mass media to increase national awareness of the needs of children; coordinate the recruitment of foster and adoptive homes; and facilitate social and judicial processes and other related action.

Encourage maximum use of adoptive home resources, including families with children of their own and one-parent families, to provide the best possible adoption alternatives for each child, without arbitrary ethnic, racial, religious, age, or other restrictions.

Cabinet Post Representing Children

A cabinet post and legislative committees must be established at all levels of government to focus on children.

As a real and substantial indication of commitment to a new and vital national policy, we urge the creation of a cabinet level department of children and youth. This agency would be the focal point for all matters pertaining to children. All existing and new governmental functions and services for children should be either administered directly or coordinated by this department. We also call upon both the Senate and the House of the United States Congress to create permanent standing committees on children and youth. State and local governments should make similar commitments and appoint similar administrative and legislative bodies. This parallel structure at all government levels should greatly facilitate the effective implementation of programs to meet the vital needs of children and youth.

Minimum Guaranteed Income

A minimum subsistence income by geographic area must be Federally established and Federally guaranteed for every family.

Every child has the right to food, clothing, and shelter, and the family should be the channel through which these needs are provided. While a child also has the right to a guaranteed education and to guaranteed legal, medical, social, and psychiatric services, these rights must be built upon a sound economic base. A guaranteed income to meet 100 percent of Federally established minimum needs is basic to ensure the child's right to a decent life and to ensure that each child benefits from and participates in the greater society.

Study of Advocacy

A thorough study of the advocacy concept should be made prior to any government implementation of a child advocacy program.

Since child-serving agencies often fail to support and protect children, the concept of a child advocate to guarantee the child's basic rights and needs is under consideration.

We recognize that advocacy is presently more than just a concept; although elements of this concept are in effect in many child-serving agencies, the national system of child advocacy currently being discussed is new and different. Knowing this, we suggest a thorough feasibility study of the proposed national system of child advocacy be made prior to any implementation of that program. The results of the feasibility study and subsequent action should stimulate existing social institutions to develop necessary new programs to guarantee the rights of children.

Definition of Children's Participatory Rights

Children's participatory rights must be clearly defined and guaranteed.

We recommend that children be involved in school and community programs that will provide them with opportunities for meaningful decision making participation. In all settings, children must learn by example and from direct experience that their rights are honored and their interests recognized. They must also learn the responsibilities which accompany those rights. Decision-making opportunities for the child should vary according to what he can handle at given stages of maturation and development.
To increase the number of available opportunities for a child to responsibly participate and learn, child labor laws should be up-dated to allow children to work with fewer arbitrary restraints.

Throughout the education process, particularly at the elementary level, children have a right to optimum role choice. Children should be given the opportunity for learning the art of parenting and for helping each other through participatory programs such as Youth-Tutoring-Youth. We also recommend that all schools be working models of the American democratic ideal by reflecting and respecting our society's social and ethnic composition.

Children have a right to a formal education, and both children and parents have a right to a formal input in determining which offenses should lead to expulsion from school. Children also have a right to administrative due process in expulsion cases and to various alternatives for obtaining an education.

Individual Workshop Recommendations

In addition to the above recommendations adopted during a session for all Forum participants, individual workshops proposed other recommendations which are presented below under broad topic headings.

Revised Laws

Legal rights of parents should be reexamined and changed by legislation when they conflict with the welfare of children. (D)[1]

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[1] Letters in parentheses indicate the specific workshop which made the recommendation.

Information concerning a child's juvenile court and arrest records must be in the custody of the court, to be released only at the court's discretion and prohibited to other governmental agencies (especially the armed services). (K)

Statutes must provide immunity and ensure confidentiality of reports for persons reporting evidence of child abuse or neglect (including psychological or nutritional neglect) and evidence must not be excluded on the ground of "privilege" (for example, doctor/patient and husband/wife). (F)

Legal and social procedures must be developed to guarantee a child's right to a new permanent family if his original family relationship cannot be maintained without damaging him irreparably. Laws relating to marriage, divorce, custody, foster care, adoption, and illegitimacy should be reviewed, revised, and codified to ensure the best interest of the child. (A,C,I) For example:

A child living in a foster home for two years without substantial interest from the natural parent should be considered abandoned and thus eligible for adoption. (K)

Foster parents should not be barred as adoptive parents for a child who has been in their care. (K)

Financial subsidies should be provided, as necessary, to enable foster parents to adopt children. (F,K)

Professional services should be provided to foster and adoptive homes. (F)

An accurate, computerized Federal adoption exchange should be instituted to coordinate state exchanges. This will maximize cooperation and knowledge of needs and resources for the "hard-to-place" child. (F)

Maximum use of adoptive home resources, including fertile and one-parent families, should be encouraged to provide the best possible adoption alternatives for each child, without arbitrary ethnic, racial, religious, age, or other restrictions. (F,K)

The child of an unmarried parent should have the same legal standing and equality under the law as the child of married parents (C) and the legal stigma attached to terms such as "illegitimacy" should be eliminated. (H)

Administrative policies of agencies should be overhauled to prevent arbitrary standards for adoptive parents and provide the best possible adoption alternatives without arbitrary ethnic, racial, religious, age, or other restrictions. (F)

The concept of child neglect must be broadened to include rejection (C) and emotional as well as physical neglect. (A)

Laws which currently force women to bear unwanted children should be removed. (D)

Child labor laws should be modernized to allow children to work. (K)

A Model Legal Code for Children should be drafted, based on the recommendations of the 1970 White House Conference on Children. (G)

The rights of children delineated in the *Children's Charter* 40 years ago should be implemented, and remedies, redress, and sanctions should be provided for violations. (B)

The states should enact legislation and appropriate funds so children of any age can obtain adequate medical, psychiatric, and legal assistance through an appropriate agency with or without parental consent. The following should be considered:

Treatment of venereal disease and narcotic use (A)

Surgical assistance obtained through a child advocate (for example, Juvenile Court) if parental consent is lacking (K)

The entire issue of parental consent (H)

Abortion, if performed by a licensed physician in a licensed facility (C)

Availability of these services without charge. (H)

Revised Structures for Implementation

Prior to January 1, 1973, Federal and state governments should enact legislation requiring accountability of all individuals, agencies, and public bodies which render services to children, to permit redress for infringement on the delivery of services (A,B,C,J), especially where these agencies and agents receive governmental funds. (J)

Professional and national organizations must direct public pressure against agencies and individuals who are assigned responsibilities for children, but fail to fulfill their obligation. (J)

A private group and/or organization, such as a National Children's Lobby, should oversee the implementation of the recommendations of the White House Conference on Children. (J,G)

A cabinet level Department of Children and Youth should be created to coordinate all Federal agencies concerned with children and youth and develop policy for Federal legislation. (F,G)

Congress should create a permanent standing committee on Children and Youth. (G)

The Office of Child Development must be strengthened. (B)

Federal funds should be allocated to the states for the specific purpose of establishing a clearing house for exchange of agency data so that unnecessary investigations which tend to harass or dehumanize will be eliminated. (E)

Youth Advisory Boards, composed largely of youth, should be formed at all levels of government. (J)

Communities should provide leisure-time facilities and activities for children. (C)

High priority should be given to ensuring the right of all citizens, particularly minority groups, to control the institutions in their community. (I)

The National Council of Juvenile Court Judges, the Council of Uniform State Laws, and agencies committed to protective services for children should reexamine legislation in which the rights of parents conflict with the welfare of children. (D)

The creation of a National Committee on the Rights of Children to a Family should be considered. This Committee would coordinate the use of mass media to increase national awareness of children's needs, coordinate the recruitment of foster and adoptive homes, facilitate social and judicial processes, and promote other action to eliminate the backlog of children without permanent homes. (F)

Revised Services

The states should provide counsel to children in all legal and administrative proceedings. (E)

Children who have committed minor juvenile offenses should be contacted by a professionally trained juvenile officer. (A)

A child involuntarily placed in an institution must be treated, rehabilitated, and educated—not merely detained—without the use of fear. (A,F)

A child involuntarily in an institution must have access to a person outside the institution who can ensure the child's rights are enforced. (A)

Personnel training for all human services must utilize the most recent research and modern techniques to ensure maximum competency, accountability to the client and the community, and sensitivity to individual needs so that first-class services may be provided to all. (I)

Delegates and participants of the White House Conference on Children, as well as child-serving institutions and agencies, should be willing to sacrifice individual and partisan concerns and work diligently for the interests and welfare of all children. (C)

All child-serving agencies and institutions, public and private, should be charged with implementing the recommendations of the White House Conference on Children. They must maintain and fund a mechanism for continuing evaluation and implementation. (B,C,D)

At the White House Conference on Youth, delegates should consider making recommendations on emancipation, freedom of speech, and access by youth to medical, legal, and psychiatric services (including contraceptives and abortion) without consent of their parents. (C)

To improve the delivery of services, the responsibilities of child-serving agencies should be reexamined. (J)

Improved Health Care

The drug problem in the United States should be assigned the highest priority. (I)

All children must have the opportunity to be born wanted and healthy and without stigma, and to have healthy lives; thus, adequate and comprehensive health facilities and services, with emphasis on prevention and early detection of illness as well as cure, should be readily available (including prenatal counseling and care). (C)

All children should have the right to adequate nutrition and physical and mental health care. (J)

Services for the mentally and emotionally handicapped child, including diagnostic health care and educational facilities, must be expanded. (K)

By the time children are physically capable of reproducing, they should have been thoroughly educated to make a responsible decision on whether they want a child and know how to avoid having an unwanted child. (D)

This means unrestricted access to any available means for preventing conception; unrestricted access to ways of terminating pregnancy; and the lifting of restrictions so a mother who does not want her child may more easily place him in a home where he is wanted. (D)

Families

Children must have access to ample food, clothing, and shelter (C) as well as to the emotional and moral security of a family unit. (J)

Every child should have the right to remain with his parents until it is determined that the child-parent relationship is detrimental to the child's well-being. (A)

To minimize the need for separating child and parent, intact families must be given intensified and continuing support. (F)

When a child must be removed from his family, substitute care should be provided within his community whenever possible. (A)

An identification and case monitoring system should be instituted to identify each child physically removed from his own home. This system would ensure planning for, and progress toward, permanent placement for such children. (F)

Each family must have the opportunity for economic security through gainful employment (C,J) or, if necessary, through a government subsidy up to the geographic area minimum subsistence level, as computed by the Federal government. (H)

Parents and all other adults who affect children must be educated about, and repeatedly reminded of, children's rights. (B)

Throughout their schooling, children should be involved in programs that teach the are of parenthood including, but not limited to, programs of family life education. These programs should be taught by a specially trained and certified teacher and should consider such topics as self-pride, reproduction and family planning, phases of child development, family problems, and needs for love and security. (A,I,K)

So that their children have adequate care, female heads of families should have freedom of choice to take or not to take a job. (K)

Day care facilities, including non-congregate facilities, should be expanded. (K)

Improved Education

Public schools should provide alternatives to their traditional organization, curriculum, and teaching approaches—alternatives which better meet the diversity of children's needs. (I)

Every child, regardless of race, sex, class, physical condition, or behavior, should be entitled to and receive publicly supported educational services which result in effective skills for coping with and surviving in our society. (A,I,J,C,H) These educational services could be provided through a voucher system, with vouchers redeemable in schools meeting Federal standards. (H)

Every child, regardless of race, sex, class, physical condition, or behavior, must be provided options for education and vocational pursuits in adolescence and adulthood. (C,M,J,I,A)

Every child and his parents must have the right to know the contents of the child's permanent school record, to periodically review this record, and to insert clarifying or countervailing material. (A,I,K)

A child's IQ and other test results should be reassessed at least every two years with the understanding that a test score should never be the sole criterion for school placement (particularly for the atypical child). (K)

Children should be protected from the misuse of test results and other school records. These records should not be released to sources outside of the school without the knowledge and authorization of the pupil and parent. (I,A)

School rules and procedures, including provisions for due process, must be determined and made clear to child and parents. (I,A)

Suspensions or expulsions from school should be considered a last resort after all attempts at supportive counseling and rehabilitation in the school fail. (I)

Alternative education should be available for expelled or suspended children. (K)

Children and parents have a right to a formal input in determining which offenses lead to expulsion. (K,I)

End Notes

1. The right to be wanted and born well.

The right to a healthful environment.

The right to early childhood experiences which are suitable to each child's current needs and which provide a foundation for future educational experience.

The right to a system of formal education which provides the opportunity for accumulating broad knowledge, helps individuals to achieve their aspirations, and promotes humanitarian attitudes.

The right to become a participating and productive member of society.

The right to receive special attention and support from private and governmental bodies so that basic needs are met.

The right to well-functioning organizational systems with sufficient and effective manpower to provide a broad spectrum of services.

The right to a world and universe free from the threat of annihilation by war.

2. The right to be wanted.

The right to be born healthy.

The right to live in a healthy environment.

The right to continuous loving care.

The right to satisfaction of basic needs.

The right to acquire the intellectual and emotional skills necessary to achieve individual aspirations and to cope effectively in our society.

Forum No. 22 Members

Mary Conway Kohler (Chairman)

Gary and Mary Ellen Abrecht (Vice Chairmen)

Joseph Ellis

Joan Hopkins

Florence M. Kelley

Gary H. Palm

James Strickland

James E. Teele

Peterson Zah

John F. Garcia

Harriet G. Wood

Lindsay Arthur

Newman Walker

Irving Berlin

Marion Hanks

Children in Trouble

Children in Trouble:

Alternatives to Delinquency, Abuse, and Neglect

Report of Forum 23

White House Conference
on Children 1970

A Statement of Concern

This report is critical of various branches and levels of government, of agencies and institutions dealing with children, and of our society in general. Our concern is hardly new. In the past half century, dozens of reports have been written calling for reform.(1) They have suggested ways to eliminate destructive methods of dealing with children in trouble and in need, have offered effective programs to combat delinquency and to protect children from abuse and neglect, and have called for giving all children the opportunity to share in what is popularly called the American dream. Occasionally such reports have caused flurries of excitement, but very little change has resulted.

The reason for this inaction is clear. To date no national leader, from various Presidents on down, has effectively made the needs of our children in trouble a matter of highest national priority.

Such leadership has never been more needed. Violent protests, riots, assassinations, anger, hatred, and fear have marked the decade just ended. Brutal child abuse is too common. Millions of our children are turning to drugs. Venereal disease rates are soaring. The teen suicide rate is shocking. FBI reports show the juvenile crime rate hitting record highs. Welfare rolls are swelling. Policemen and others representing authority are under attack. And great numbers of young people are alienated from their parents.

Yet we tend to deal with these problems in simplistic, often destructive ways, ignoring real answers, replacing reason with rhetoric.

Many Americans ignore the fact that today's abused or neglected child may well be tomorrow's delinquent. Nearly every child in trouble with the law comes from a troubled home. Often that child is also failing in school, and in many other ways.

We are convinced beyond doubt that early prevention is the key rather than repression and retribution. And we know that the age span of 0 to 13 is crucial. This is not to suggest that there are no "bad boys" or dangerous criminals. Rather, we contend the best way of preventing crime is to meet the needs of our children at each stage of development.

Yet government figures show that we spend very little on prevention programs aimed for the young. In 1967 Americans spent $2 billion on pets, $9.2 billion on alcoholic beverages, and $36.6 billion on cars and auto parts, but only a minute fraction of those amounts on meaningful prevention programs.

While the scene seems bleak to many dedicated workers, it is not hopeless. This is a nation that has harnessed nuclear energy, landed men on the moon, connected its coasts with super highways, and made other technological gains nearly unimaginable as recently as when our President was a child. We have the strength, the intelligence, and the resources to achieve any goal we establish.

We are hopeful. Yet we remain deeply concerned. Will the leadership so desperately needed be provided in this decade? Will this report, like so many before it, gather dust? Or will the problems of our children at last become a high national priority? The future of our nation rests with the answers to these questions.

Where This Nation Stands

It often has been said that the people of this nation care deeply about their children. We tax ourselves heavily for their education. Our public welfare system, however inadequate, spends millions of dollars attempting to supply basic needs of children in trouble. In concept, every child in America has the opportunity to develop his potential to the fullest. But for too many millions of our children this concept is little more than a myth.

By children in trouble we mean children in need: children in need of better parents, homes, neighborhoods, schools, agencies, and institutions, and a better society in which to grow up. In various states children in trouble may be labeled as abandoned infants, battered, neglected, sexually abused, dependent, retarded, emotionally disturbed, school dropouts or kick-outs, runaways, unwed mothers, drug users, incorrigibles, persons in need of supervision, or delinquents. They may be categorized in dozens of other ways.

We reject these archaic labels, for too often they are damaging, can prevent a child from getting the help he needs, or reflect no more than the superficiality of the investigation made by a welfare department, the police, court, school, or some other agency. The labels we use often reflect only the child's age, which agency first discovered the child, and his response to a destructive environment.

Even children showered with material things can be deprived of love, proper guidelines for living, a meaningful education, self-discipline, respect for others, understanding of the need for authority, and a sense of self-worth. Those who lack these basic needs are either in trouble or may well be on the edge of trouble.

Some respond by withdrawing into secret shells. Others lash out at society in ways we call delinquent. Many exhibit abnormal behavior. Still others run away from home or turn to drugs or promiscuity, just as their parents may escape with alcohol.

Our present welfare system, which should meet troubled children's needs, actually breeds dependency, breaks up families, creates insecurity in children, and seldom covers basic financial needs. Too often, officials wait until some intolerable event occurs and then attempt to deal with the crisis. Until a child runs away, steals, assaults someone, or is seriously hurt, we do little.

Overworked welfare workers have little time to find foster homes, small group homes do not exist in most communities, and homemaker services remain limited. Thus, youngsters who have never violated the law too often find themselves shoved into court. Once in the criminal justice system, the child may never escape, for once labeled, a child may be marked for life.

A flawed welfare system is not the only problem. Much could be done in our public schools to prevent crime, delinquency, and other problems of children in need. Elementary school teachers often see the symptoms as early as the first or second grade, but just providing a good, basic education for children can be difficult today. Recent studies suggest that schools can cause delinquency. Most reform school children are one to five years behind their age group academically, and more children are committed to some reform schools and mental hospitals during the school year than during vacation periods, with highs at testing times.

School officials, who lack training, understanding, and compassion, too often pressure children into failing or dropping out of school.

Teacher training remains poor, and pay for elementary school teachers continues to lag behind that of plumbers, carpenters, and other tradesmen. Undertrained or incompetent teachers label some children, ridicule others, and harm them in many other ways. They force youngsters to conform to rigid standards and pay little attention to individual needs or talents. Discipline is usually maintained through punishment and suspension. Schools do not want to cope with children in trouble.

Children failing in school sometimes commit acts that put them in contact with the police. Here, too, the needs of children are often ignored. While most communities recognize the need for juvenile officers in their police departments, too few are hired, most are overworked, and the best are promoted into other divisions. In many communities juvenile officers are looked down upon, dubbed the "Mickey Mouse Squad," the "Diaper Detail," or worse.

Our courts also need help. Juvenile courts, which in theory protect children from harsh criminal courts, still too often provide children little justice despite recent Supreme Court decisions designed to protect the rights of children. Juvenile court judges are among the lowest paid in the judicial hierarchy and have little status compared to those who work in adult courts. Few talented lawyers practice in the juvenile court, partly because it remains in many areas a wonderland of the justice system, partly because there is no money in it. Few schools train students in juvenile law. Judges refuse to appoint lawyers for a variety of reasons, and in fact, too many do not follow the mandates of the Supreme Court in any way.

Each year, tens of thousands of children are exposed to inadequate institutions even before they go to court. In large cities a child may be held in detention storage for weeks or months awaiting a day in court. Children cannot be released on bond, and the use of preventive detention—still being debated on the adult level—has been common for years for juveniles.

In recent years, larger communities have developed special jails for children—usually euphemistically known as detention homes. Most authorities agree that these are grim storage facilities, little better than the adult jails where children are held. Most experts agree that two-thirds or more of these youngsters should never have been placed in a children's jail since they are neither a threat to themselves nor the community.

Judges across the country complain that even when they follow the law in dealing with juveniles they cannot help the child because they lack alternatives to reform school. Thus they send school truants, runaways, retarded, and emotionally disturbed children, and children with a wide variety of other problems to institutions poorly equipped to deal with healthy delinquents.

It can be easier to enroll a youth in a state college than to find a bed in even an inadequate institution for retarded or emotionally disturbed children. In some states such an institution may have a waiting list of several thousand children. Once admitted, children may be treated worse than animals in zoos.

Children in institutions are too often subjected to homosexual abuse by older, stronger inmates. Youngsters committed for minor offenses are schooled in crime by those who have graduated to serious crimes.

While some correctional institutions do not tolerate physical brutality, others still control their wards with straps, paddles, fists, and worse. Almost all continue to use solitary and group confinement for runaways and problem children. When a child is returned home—the environment that created his problems—little has changed.

Alternatives to institutionalization for those adjudicated delinquent include the use of probation services. But probation officers can do little good with caseloads of 60 to 100 and with little funding or community backing. While many try hard, they are not capable of functioning as substitute parent, counselor, job-finder, tutor, and sympathetic listener when they are able to see a child only once a week or once a month.

Beyond this, conflict too often exists among probation officers, welfare workers, judges, the police, and others dealing with children in trouble. Some are insensitive to children's needs or are inadequately trained. Almost all states are more concerned with schooling and licensing of barbers than the hiring and screening of those who work with children.

Too few scout leaders, church officials, and other professionals and volunteers work with children in trouble, concentrating instead on "good" children. Many of those who care about problem children, including several thousand sincere, dedicated persons employed by the various public and private agencies and institutions, continue to face much criticism and little support when they cry out for reform. They are scoffed at as "kid-coddlers," and as permissive do-gooders by those who cling to tired myths, and those who refuse to examine facts. Some become so frustrated that they now demand that the present system of dealing with children in trouble be scrapped.

While some Federal funding has been provided in recent years, in many states the money has gone for guns and other kinds of hardware. Creative and useful programs that emerge too often die from lack of funds after the initial Federal grant runs out.

Nor is there enough meaningful research in this field. On our university campuses far more time and money are spent in a year on fruit flies, hybrid corn, or supersonic jets than we spend in a decade on children in trouble and in need. And we keep better records on cattle and pigs than on our youngsters in need of help. No one really knows how many children under the age of 16 are held in adult jails each year, although it is certain they number in the tens of thousands. Nor do we know how many go to court, or are dealt with informally (and ineffectively) in police stations.

Our very way of life can be harmful to children. The trend away from close family groups, the high mobility in our society, the frantic pace and congestion of urban areas, our emphasis on acquiring material goods, and our low level of concern for the well being of others have a serious impact on youngsters.

Our society tends to ignore children in trouble—usually preferring to remove them from sight. Many citizens demand severe punishment. An adult who would punish a child stricken with measles or leukemia would be considered insane. Yet youngsters battered or neglected by alcoholic parents, children who run away because their homes are without love, or because they are being hurt at school, or because they are being beaten or raped, are often ignored or punished.

Even if money, rather than children, is of paramount importance to the people of this nation, they would be well advised to reconsider the way they deal with young people.

Neglect of children in trouble and in need produces misfits, drifters, welfare cases, delinquents, and criminals. The result is a tremendous financial drain on our nation, and a tragic squandering of human potential.

A Case History

This Forum acknowledges the fact that generalizations are always flawed, and that there is no such thing as a "typical" case history. Each child in trouble has a unique story.

Yet those who have spent thousands of hours interviewing children and investigating their backgrounds find some things in common. While many youngsters in trouble come from middle or even upper class homes, most come from less than ideal environments. Many have family and scholastic problems; most have a poor self-concept; few excel in sports or other areas where they can gain positive recognition; a sizeable number have uncorrected vision or dental problems; deal poorly with persons in authority; and most have had more than one contact with so-called "helping agencies."

The following case history tells this kind of story.[1]

Donald

Donald, born in 1953 as one of seven children with a common mother and five different fathers, became a ward of the welfare department at five months. His mother is emotionally unstable; his father died before he was born.

Since the welfare department and court were aware of the mother's problems before Donald's birth, the services he required to maintain a near-normal home could have been provided. Even today few states have sufficient homemaker service programs that offer such a mother in-home help. Day care, out-patient mental health service, and other recently initiated programs would also have helped.

For ten years, Donald was shifted from one foster home to another. According to standard social work jargon "he was unable to adjust," and was finally returned to his mother.

Psychologists and psychiatrists report constant shuffling from home to home, with treatment ranging from permissiveness to rigid control, can only confuse and hurt a child. Yet this practice remains common. Good foster homes are scarce. Many foster parents cannot cope with problem children.

Donald had built up dreams about his mother and home, but found reality to be deeply disappointing; at age eleven, he was arrested for stealing food from a store.

Other older boys were involved. The court found Donald delinquent and committed him to a local training school even though it was his first offense. No foster home was available.

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[1] Research by David Ingram and James Harding, senior law students at Villanova University and members of the Villanova Law Associates.

Small children are frequently processed by the courts. Judges too often lack alternatives to institutionalization, as in Donald's case.

The institution's records show that initially Donald "responded well" and was bright and imaginative, but working at the third grade level. One report states that "with adequate guidance, stimulation, and supervision" Donald would make rapid progress. However, a year later he was transferred to a mental hospital, where he was held for four years and showed "a rather poor adjustment."

Many children held for long periods in institutions deteriorate. Too few institutions provide the things a child needs, including love and attention. In mental institutions children with behavior problems are too often mixed in with severely ill adults.

In the spring of 1969, Donald was released from the mental hospital and expressed a desire to "make it" on his own. During the five years he was in institutions, his mother, who admits she was aware of where he was being held, made no attempt to contact her son, although he wrote her on several occasions.

Donald told his probation officer that "down deep" he was sure his mother cared for him. But this dream was shattered when she failed to pick him up on the day he was to be released. Later she explained that she was extremely busy, working days as a custodian in a hospital and nights cleaning an elementary school.

Donald was taken to an institution for homeless or neglected and abused youngsters run by the welfare department. After being held there several months he was arrested for assaulting one of the counselors, and was taken to a detention center.

Donald most needed a half-way house where skilled workers could help him adjust to the community, and see that he was provided the services and help that he needed.

Both the mental hospital and the welfare institution refused to take Donald back, so he was returned to the training school. Last March he attempted suicide. After a new psychiatric examination ordered by the court, it was recommended that he be released to one of his sisters who had taken an interest in him; that he become involved in out-patient treatment at a community mental health center; that he should be closely supervised by the court's Intensive Probation Unit; and that he enroll in a vocational training program.

Finally released in June 1970, Donald was referred to a regular probation officer because the Intensive Probation Unit's caseload was so high. Donald was been unable to find a job. By mid-October a vocational school he applied to had not accepted him. Nor have there been any openings for Donald in a community mental health clinic outpatient program.

During the summer Donald became a leader of one of the city's more violent street gangs and in October he suffered a severe stab wound. He is also now using drugs. If he lives, officials believe he will either turn to a life of crime, or will be a burden to the taxpayers for many years to come.

Although there are no "typical" cases, there are thousands of children like Donald in cities across America. This nation must *either effectively deal with the problems of these children while they are small, or face the consequences. Prevention is both less expensive and more effective than prison.*

Is There an Answer?

Our existing system (or non-system) of helping children in trouble is largely a failure. For every child truly helped, dozens like Donald are lost. There are too few institutions, social worker probation officers, group homes, foster homes—too few answers.

Although this report is grim and critical, we contend that it is, in fact, a calm understatement of actual conditions. To get the full impact of the problem one must spend years traveling the nation, reading case histories, interviewing both children and professionals. Members of our Forum have had that experience.

While too few states have begun to meet these problems in a meaningful way, we do not want to ignore the impressive efforts of certain states and communities scattered across the nation.

Our greatest need is not buildings, organized recreation, more professionals, or additional institutions: we must provide community based prevention programs and responsive citizen volunteers. Almost always a community trying to help children in trouble has the strong leadership of a local judge. In other cases, a local philanthropist, minister, civic club, or group of dedicated individuals provides the leadership. The answer will come only through concerned, active, compassionate citizen support.

While some people working in this field are demanding radical changes, others insist that we have never really tried to make the existing system work. Both views are, in the opinion of this Forum, correct. Certain changes in the system are essential; but much of the present system can be salvaged. We are convinced that this nation can, if it chooses to do so, resolve many of the problems it faces in this area.

Recommendations

Although these recommendations were developed at the 1970 Conference during three days of intensive, small group sessions, time was not sufficient for all recommendations included here to be discussed or voted on by all delegates of Forum 23.

Overriding Concerns

We recommend that children, who make up one-fourth of our population, receive their proportionate share of the Federal budget. We ask that the President of the United States and all other officials at Federal, state, and local levels, public and private, make the problems of our children a matter of top national priority, and that legislation be enacted immediately to change our nation's financial priorities from investment in material goods to investment in human values, with particular emphasis on services affecting children in trouble and in need.

We are a wealthy nation, with a gross national product of one trillion dollars. We have the resources to accomplish anything we decide to do, as was evidenced by the "man on the moon" project. Many units of local government, however, are at the point of bankruptcy; local communities, where the problem and concern about children in trouble are most apparent, often lack the necessary resources to help these children. If positive steps are to be taken concerning the national problem of children in trouble, financial assistance from the Federal government is essential.

The Federal government should commit its financial resources and its leadership to the development and expansion of community services and facilities in support of the family's responsibility to children. These funds should be allocated to the local communities where children in trouble are found, based on a formula representing the total number of children and the magnitude of problems identified.

This financial aid need not require the imposition of additional taxes, but rather the reallocation of existing tax resources. "Concern" by government is not enough. Its concern must be backed by the financial commitment which will concretely help in breaking the vicious cycle of children in trouble.

We strongly recommend that the President and Congress immediately establish a Department of Children and Youth at cabinet level, responsible directly to the President of the United States. This Department, with heavy youth involvement at the policy level, would develop programs for implementing the recommendations of the White House Conference on Children and Youth, would encompass all Federal agencies and institutions dealing with children and youth, would present and protect the needs and rights of children and youth, and would set standards and monitor all Federal, state, and local programs serving the needs of children and youth.

To supplement this recommendation, we urge that a National Children's Lobby be established, encompassing all existing agencies and institutions who wish to join, as well as others that might be formed, to present the needs and rights of our children before the government. This Lobby would represent the interests of children in the determination of national, state, and local policies, programs, and allocation of resources related to children's needs such as housing, zoning, public welfare and social services, education, and law enforcement.

We recommend that youth homes, group homes, and halfway houses be developed in the community and financed by Federal, state, local, and private funds. We further recommend that these small, homelike facilities be properly staffed with trained, concerned personnel who are adequately salaried. These homes should be community-based under local control and flexible in organization and structure. Trained volunteers, especially youth volunteers, should be utilized. *The goal should be to eliminate, as soon as possible, all large institutions*, replacing them with small, homelike community facilities.

We feel that implementation of this recommendation is essential if we are to properly care for children who must be removed from their own homes or who have never had a home. We urge a policy of retention within a community rather than detention in an institution to keep children in as homelike an environment as possible. No state should build new facilities housing more than 100 youngsters. Existing institutions should be reduced to this size. Few children should be housed in facilities of more than 20 youngsters.

To help finance a massive changeover from large institutions to small, homelike, community-based facilities and treatment centers, we recommend that the Federal Government, through matching funds, encourage the states to adopt probation subsidy plans similar to those in effect in California, Washington State, and Ohio. Through fiscal appropriations, these plans encourage localities to create resources in lieu of commitment to state institutions. Counties which reduce the annual number of youths they commit to state institutions should receive cash subsidies to enrich local services.

We also recommend a reevaluation and frequent audit of all existing programs and, where necessary, reappropriation of funds to provide immediate means for creating small, homelike facilities. We suggest a continuing program of research so that we may evaluate the effectiveness of facilities of varying sizes for children with a variety of needs.

To assure high quality facilities, we urge that national standards be established for the accreditation and monitoring of all child care facilities, including training schools. Governmental units which operate residential facilities for children and youth should meet standards which are equal or superior to those standards set for private agencies which they license. Provisions for periodic inspection and review should also be made, requiring an appropriate legislative committee of each state to regularly visit and report on every correctional, mental retardation, and other child care facility statewide.

In addition we recommend that Youth Service Bureaus be developed as proposed by the 1967 report of the President's Committee on Law Enforcement and the Administration of Justice. Such bureaus should adopt the White House Conference on Children and Youth recommendations as a plan of action.

To help improve available services, adequate education and in-service training should be continuously available for personnel who work in correction, probation, or in homes. All disciplines working with children in trouble should have access to resources for family life education to mitigate child neglect and abuse. Detention facilities should provide regular, organized, accredited educational services to children in their care. In sparsely populated areas, regional children's centers for multi-county areas should be established, designed specifically to meet the various needs of children. Every juvenile court judge should be required to annually visit every institution to which he sends children. All other persons involved in decision making and referral services should be encouraged to inspect these institutions.

We recommend that the Federal government assist state and local governments financially and in other ways to improve the juvenile justice system. Children in trouble and in need should never be processed through the justice system unless court proceedings are necessary to protect the child. No child or youth should be placed in a jail or penal institution. No child under age 14 should be committed to a training school.

To create a tool for activating citizen interest and mobilizing pressure for change, we recommend that a community score card be developed and distributed, to include objective criteria by which the community's educational, recreational, guidance, law enforcement, correction, and judicial resources might be evaluated.

We believe that the juvenile justice system is in need of major overhaul if we are to ensure that children have rights equal to adults, justice of the same quality as adults, and strong, responsible representation. We recommend an investigation and evaluation of the juvenile court system with regard to detention practices, training of probation staff and judges, the availability of local alternative services, and general philosophy.

As a first step toward improvement, children's offenses that would not be crimes if committed by an adult—such as runaway, truancy, curfew violation, and incorrigibility—should not be processed through the court system, but diverted to community resources such as family counseling, child guidance clinics, youth services bureaus, special school programs, and other agencies and programs not yet developed. Children who use drugs or children with other problems should be treated outside the court system. If a child is found using physically and psychologically addictive drugs, he should be diagnosed and treated medically and socially by halfway houses, social counselors, and other available facilities.

A juvenile correctional system should include community services of all kinds; attention should be given to the development of positive programs which will build and strengthen the juvenile receiving corrective treatment; and physical facilities should be made appropriate for encouraging constructive development of children in trouble and in need. We also recommend that appropriate services be made available to aid the juvenile court in its attempt to differentiate between the child in need of supervision and the child whose needs cannot be met within our existing legal system.

No child should come directly before the juvenile court. We encourage the use of a child advocate, and/or referee, who would make the initial disposition of the case with the help of proper social service agencies and professional evaluation. A child should be sent to the juvenile court judge only if the need is pertinent. Child advocates would come not only from professional ranks, but from young people as well.

By treating as many children outside the justice system as possible, the "offender" stigma so frequently attached to truants, drug addicts, and other children in trouble could be eliminated. We also recommend that private and public institutions of higher learning, the armed forces, Federal, state, and local agencies, and private businesses be prohibited from inquiring into juvenile records in connection with school admittance, entrance into military service or employment.

We recommend that the use of detention prior to adjudication be minimized and that, where detention is absolutely necessary (for the safety of the child or the community), small community-based facilities should be provided. Such a facility should be totally separate from the county jail or other adult lock-ups. We urge the enactment of laws requiring that a hearing be held within 48 hours for all juveniles held in custody, and that a dispositional hearing be held within 15 judicial days if the youngster remains in custody, or within 30 days if the youngster is released to a parent or guardian. If these rights are violated, we recommend that the case be dismissed.

Only experienced judges who are lawyers trained in the social sciences and who are sensitive to the needs of children, should be appointed or elected to the juvenile court. To obtain such men the status and salaries of juvenile court judges should be made commensurate with those of judges in courts of general jurisdiction.

Minimum standards should be developed for all who work in the youth justice system. Initial recruitment efforts and hiring procedures for workers in the juvenile field should establish and stress the applicant's emotional attunement to youth, personal stability, and feelings of adequacy and concern, as well as technical knowledge. Specialized training should be mandatory for juvenile court judges, probation and parole staffs, police officers, and all others who work with children. All police, courts, and rehabilitative programs should be monitored constantly.

Special financial aid to help improve the juvenile justice system should include adequate funding for youth development, delinquency prevention, and treatment programs under the Youth Development and Delinquency Prevention Administration and the Law Enforcement Assistance Administration (LEAA).

The Federal government should further assist the states by increased funding through LEAA and other Federal agencies.

We recommend that early prevention of crime and delinquency be a high priority of this nation and be stressed at all levels of government, among civic and volunteer groups, and by all agencies and institutions of the United States. This should include, but not be limited to the following:

Adequate Family Income Legislation

To strengthen the family, which has the primary responsibility for nurturing the development of children, we recommend that the Federal Government commit its financial resources to the establishment of adequate levels of income support and uniformity of application, to be administered through the state governments.

Day Care Centers

We recommend that proper day care centers be established throughout the country for all children who need them. We also suggest that older children and stable senior citizens, who perhaps now occupy other institutions, be trained to act as paraprofessionals to assist in these centers.

Family Counseling

We recommend that legislation be enacted and funds appropriated to make family counseling mandatory when a child is found to be in need by a judge following a court hearing.

Family planning information also should be made readily available. In addition, we recommend that a Federal program provide matching funds to those states desiring to establish marriage counseling and conciliation services in order to strengthen the family unit.

Child Abuse Legislation

Abandoned babies and neglected and abused infants and children remain a serious national problem. We recognize that these children may be subjected to many kinds of abuse—including physical, mental, social, sexual, and economic. We recommend that adequate psychiatric, social, and family services be provided to protect and care for these children. Agencies for the care of these children should be funded by all levels of government and also be supported by volunteer and community groups. We recommend, however, that state legislatures adopt a broad-based, enforceable, comprehensive child abuse code prohibiting all forms of physical and emotional mistreatment of children.

Drug Control and Education

Because all classes, all ages, and all elements of our society are affected by drug abuse, we recommend that every effort be made to develop more effective drug control and educational programs. Adequate funds should be made available for these programs.

Early Identification of Problem Behavior

We recommend the development of systems for the early detection and treatment of children headed for trouble. It is important to prevent labeling the child on the basis of behavior and to treat him on the basis of what he needs, rather than what he is or does.

Increased Citizen Participation

To help children within their own community, we propose opportunities for total citizen participation at the "grass roots" level to develop programs and services for each child in trouble and in need. This should be facilitated by arousing and educating the public; existing organizations and agencies as well as the new technologies of communications must be used.

We also recommend a greater use of volunteers in probation, including such programs as Big Brothers, Big Sisters, special tutors, former offenders, and peer group therapy. Use of carefully screened volunteers under court supervision permits probation departments to assign counselors on a one-to-one basis.

Community Planning

We recommend the establishment of comprehensive community planning groups comprised of local government officials and involved citizens (including representative youths) to plan, develop, and oversee the implementation of delinquency prevention, control, and treatment programs. Local community councils could coordinate agency activities with those of civic services, and youth and church organizations to plan programs of prevention, to educate the community, and to provide needed services on a 24-hour basis.

We also recommend that Congress establish Federally sponsored, locally operated, comprehensive community child development programs to coordinate existing public and private health, education, and welfare services in each community and develop new ones where vacuums exist.

A case coordinating council should also be set up in each community or county, composed of representatives from each agency servicing children, such as guidance counselors from local schools, probation officers, and state attorneys to meet monthly to discuss needs of individual children in trouble. By assigning one person to each child, the group could provide follow-up, as well as individual help to the child and his family.

Personnel Training Programs

We recommend that all persons in disciplines working with children have in-service training on a continuing basis to develop sensitivity to, and empathy with children.

Improvement of Our Education System

Since we recognize that our public schools too often contribute to delinquency, we urge that national attention be focused on the needs and inadequacies of our school systems. We recommend an investigation and evaluation of the public school system to determine needs for curriculum changes and teacher training, the advantages of abolishing corporal punishment and suspensions, the effectiveness of present guidance officers, and the availability of early vocational experiences.

We also recommend that human relations education programs be developed throughout the grade levels, beginning in the elementary school, with a strong emphasis on preparation for all phases of family living.

Because the public expects schools to assume a far larger role than in the past, and because of the complexity of life in the seventies, a more relevant curriculum with sensitive, informed, and understanding personnel is essential. We urge that school systems offer salaries that will attract the best teachers, particularly those specially trained to recognize their role in shaping the lives of young children and to assume a much broader responsibility to their students than the traditional academic one. We recommend Federal and state subsidization for the development of experimental programs in schools and to expand the vocational and rehabilitative programs for children.

Supplemental Recommendation

While we applaud the concept of a periodic national conference to focus the attention of the nation on its children, considerable preplanning is necessary to maximize the efforts of so large a group of people. The following suggestions are made to ensure that this and future conferences are successful.

Present White House Conference

The film used in Forum 23 should be edited and given widest possible circulation.

A committee comprised of White House Conference participants should be formed to work with the proposed Children's Lobby to help implement the recommendations.

Every available publication on the White House Conference should be given wide distribution.

The White House Conference on Children should not adjourn, but merely recess for a period of one year. At that time the priorities and proposals set forth at the Conference should be reaffirmed, and, more importantly, a report should be made on what has and has not been accomplished. We charge the heads of the White House staff and Conference with the responsibility for raising funds and limited staff for this purpose. The continuing session of the 1970 White House Conference on Children should be held in a facility less expensive and less formal than a large Washington hotel. We also charge Conference participants to adopt a statement of commitment to a second session before adjourning the principal Conference.

Future White House Conferences

Planning for the next Conference should begin now.

A conference should be called during each presidential administration.

Guidelines should be developed a minimum of one year in advance.

To build effectively for the Conference, each state should hold a preparatory Conference organized around these guidelines the year preceding the national Conference.

Closed circuit television should be used to share results and reports among the participating states.

Forum No. 23 Members

Howard James (Chairman)

Oliver J. Keller, Jr. (Vice Chairman)

Hugh P. Carpenter

Lucille Even

G. Bowdon Hunt

James Landrum

Milton Luger

Al Mazur

Earl Patterson

Helen V. Phillips

Robert G. Slater

Ronald Woods

John Gereletti

Lisa Richette

The Child Advocate

The Child Advocate

Report of Forum 24

White House Conference
on Children 1970

Children's Rights

The Declaration of Independence states:

> We hold these truths to be self-evident: that all men are created equal; that they are endowed by their Creator with certain inalienable rights; that among these are life, liberty and the pursuit of happiness.

This Forum asserts its complete accord with this proposition and its belief that such rights inure to *all* persons, including children. Other basic rights and needs are unique to children including parental care, a secure home, proper nutrition, mental and physical health, moral guidance, reasonable limits on conduct, and education and training commensurate with natural talents and ability. Government should be responsive to these legitimate and particular needs. Equally important, children should be helped to recognize and assume responsibilities commensurate with their age and maturity.

The Case for a System of Child Advocacy

A substantial segment of children exists whose basic needs are only partially met or totally ignored; and the effect of such neglect is obvious. Unemployment among school dropouts is nearly four times that of others in the employment market. The spiraling increase in delinquency and youth crime is documented in the tabloids daily. Children from poor and lower income families, especially minority groups in ghetto areas and children of migratory workers, seldom achieve full potential because of cultural and environmental handicaps. Children with mental and physical disabilities also fall short of their full potential because of inadequate, or lack of, health services. Permissiveness and affluence have produced a significant force of dissident youth whose conduct ranges from harmless idleness to gross drug abuse and violent disruption.

While many factors contribute to the plight of such children and youth, certainly one significant cause is the absence of a system responsible for securing the basic rights guaranteed them under our Constitution. These children need an advocate.

Some child advocacy now exists such as representation by lawyers in juvenile and family court proceedings and in some other legal, or quasi-legal, areas; the services of a school social worker or counselor; and the protective services of a child welfare worker to an abused or neglected child. Some organizations broadly represent child interests by fostering improved child care programs, increased health service, better schools, and needed protective legislation, and some by instituting legal class actions to improve the lot of whole segments of children.

While these services for children are both useful and necessary, they do not meet the day-to-day wants of the individual child in his own environment, nor are they designed to do so. Both public and private agencies whose charge is to furnish health, education, and welfare services to children, often stray from their purpose or fall far short of their goals.

The notorious inadequacy of services to children is due to more than a shortage of professional staff. Child-serving agencies in the private domain perform at less than optimal effectiveness because of several biases which have emerged in their development.

First, agencies emphasize program descriptions more than implementation and evaluation. The search for status, prestige, and empire-building by following the latest fad or catchword in professional circles leads to many "paper programs." Secondly, agencies tend to be dominated by one particular profession or guild whose concerns are less child-oriented than territorially dominated. Too many programs are written to expand a guild's territory rather than to give relevant and needed services. Thirdly, agencies use their expertise in diagnosis and classification of children as a means of excluding children from services. Rigid definitions of who can be treated often exclude children who need the service the most or send them on endless rounds of diagnosis in lieu of giving help.

Agencies in the public domain suffer from their own brand of "governmental ills." Bureaucratic and inflexible sets of eligibility requirements both alienate many clients and exclude them on the basis of arbitrary funding or logistical concerns. The needs of those unrecognized by specific legislation, those who fall between the cracks, must wait until a suitable category is created.

Common to almost all agencies is a lack of accountability to those they serve. The philosophy of the "white man's burden" or a sort of professional *noblesse oblige* still permeates the system. The client is usually the last consulted concerning his own future.

Every child, because of his immaturity and legal disabilities, requires a skilled, experienced, and dedicated advocate whenever he is deprived of a home, schooling, medical care, property rights, entitlements or benefits. This Forum believes independent representation for children, a system of child advocacy, is urgently needed and should be immediately created.

Goals and Objectives of the Child Advocate System

The broad goals of a system of child advocacy include:

Ensuring that each child is reared in an environment which secures his fundamental rights and allows the development of his fullest potential

Strengthening the family by bringing together the community's helping services, public and private, secular and religious, with a united attack on areas of special concern

Improving and strengthening established child and family care agencies and extending these services into the community

Providing basic services where they do not exist until a permanent agency can be brought in or created

Working for legislative, judicial, and administrative change to permanently improve the lot of children.

Structure

In considering how an advocacy system might be implemented, the Forum discussed existing government departments, agencies, and bureaus to consider the advantages and disadvantages of their different plans and structures. Forum delegates and consultants, presently or previously employed in such agencies at a national level, offered extensive comment and advice on the subject. The overriding recommendation of nearly every Forum participant was to describe a structure which would preserve the integrity and independence of the advocacy system and create a highly visible and accessible child advocate to work directly with children and families.

The plan adopted almost unanimously by the Forum delegates recommends that a cabinet-level Department of Children and Youth be created, and that its Secretary establish an Office of Child Advocacy, directly responsible to the Secretary.

The Office of Child Advocacy will receive funds from Congress to implement the advocacy system. To implement the program and review its subsequent performance, the Secretary will establish a National Advisory Council on Child Advocacy containing representation from youth and from all minority groups and income levels, together with representatives of child-serving institutions. However, the majority of council members should be from nonagency groups. The National Advisory Council will identify the broad needs to be met by, and the priorities to be assigned to an advocacy program. The Council can then establish standards and guidelines for state, community, and neighborhood programs of child advocacy.

Without requirement of state or local contributions, funds will be disbursed to states which develop comprehensive plans in keeping with the National Council's guidelines and priorities and which ensure a statewide system of child advocacy. If a state fails to submit an acceptable plan, direct grants, not subject to veto by state or local officials, could be made to local Advocacy Boards submitting acceptable child advocacy plans.

To qualify for funding, each state will establish a State Advisory Council on Child Advocacy to formulate its comprehensive plan. Similar in composition to the National Advisory Council, the State Council will include representatives from all minority groups and income levels, from youth, and from child-serving institutions. The State Council will disburse funds to operate local advocacy programs, ensuring through direct evaluation that local programs function within the National Council guidelines and priorities; the State Council will work with the National Council and local boards in such areas as program formulation or information gathering.

On the local level a community or neighborhood Child Advocacy Board will implement and operate the advocacy program with funds alloted to it. Composed of a representative cross-section of the area and its child-serving institutions (selected according to the standards developed by the National Advisory Council), the Board will employ a paid Child Advocate(s) and such additional staff as it needs and funds permit. Through frequent meetings of its members and the Advocate, its most important role will be to identify the area's most pressing needs, to assess the services available in the area, and to marshal the cooperation and influence of its members and others to respond to these needs. To assure fulfillment of this role, the Board must be autonomous within the broad National Advisory Council's guidelines.

The Child Advocate's Role

The Child Advocate, as we conceive him, differs from any existing person or service. He is exclusively committed to the interest and welfare of children, and in doing so is also an advocate for improving the services of child-serving agencies. He not only is an advocate for individual children who seek his help or come to his attention, but he also has the duty to seek out those unable to ask for help.

It is the Advocate's responsibility to know the functions of all major agencies and to frequently evaluate the ways in which they serve children; to work for improvement and to expose those areas where they are inadequate or ineffective (such as lack of protective services, dilatory or unrealistic adoptive procedures, or poor foster home care).

It should be stressed, the Advocate does not duplicate or supplant existing services. For example, he is *not* a lawyer to displace the public defender, court-appointed counsel, or the parent-selected attorney in juvenile court matters. Yet he may perform or secure such service where it is non-existent or ineffective. He does not invade the province of the legal aid or legal services attorney in legal representation of a child or family in public or private litigation. He may, however, provide or arrange for such service where it does not exist. He does not institute class litigation on behalf of children and families if legal services are available for this purpose, except where such service is unresponsive to his client's needs.

He does not assume the role of the teacher, school counselor, principal, or other school official in prescribing school programs or curricula. When the child fails to learn or when he is suspended or expelled, the Advocate may, in cooperation with a parent, negotiate with the school or take other appropriate action on behalf of his client, the child.

He does not encroach upon the domain of the physician, other health specialists, or child guidance counseling services, but he ensures that these services are provided to the child.

He does not interfere in legitimate parent-child relations, but he may secure help for the family and child. Where persistent abuse or neglect occurs, he may obtain protective services or refer the case for court intervention.

He does not try to replace or duplicate the efforts of public or private child care agencies, although he will negotiate with the agency on behalf of an individual child who cannot obtain needed help. Through his local board, he may advocate changes in the nature and extent of care, or modification of rules and procedures which deny the child needed services.

He does not impede the lawful functions of the police in their dealings with child and family problems, but he will intercede with the police on behalf of individual children, to prevent unnecessary detention or to avoid court referral where possible. To foster better police-child-family relations and to preserve human dignity and promote respect for law, he will seek to improve police juvenile services and resources available to them through recommendations to the local board.

In summary, the Child Advocate will be a spokesman for individual children who do not have a concerned parent who speaks for them or who can secure needed services. He secures for children, individually and as a group, their basic rights and needs, including those related to the home, school, peer group, associates, and community institutions which in some way affect their lives. Through the local board, the Advocate is concerned about improving the quality of service to children.

The Advocate and His Staff

We conceive of the Child Advocate as a full-time, salaried individual responsible for children in a designated geographic area. He is foremost an empathetic child-oriented person; his professional qualifications are less important than a practical understanding of his community and an ability to convey to the local board the need for bettering or creating services for children. Just as a good parent is not professionally and technically qualified to meet all his children's needs, but knows where and how to secure help, so the Advocate would perform such functions. The Child Advocate is not an authoritarian figure. Rather, he will use his knowledge and skills to bring together the child in need and the needed service.

When a child-serving agency is unresponsive to the Advocate's efforts, the problem will be referred to the local Advocacy Board, which should be able to persuade the agency to improve its service. If the agency does not respond or requires additional funds to act, the Advocacy Board's responsibility will be to marshal public opinion to bring about change. Through funds available to the local Child Advocacy Board, temporary services may also be purchased when needed. By demonstrating the needs for locally unavailable assistance, as well as the benefits to the community, the Board may create a demand which will result in the establishment and funding of additional service.

Should class litigation, actions for declaratory judgments, or similar suits be necessary to reform existing agency practices, the Board will have both funds and authority to bring such action.

Finally, through a network of child advocacy, any local deficiencies or abuses of Federally funded child care programs will be reported so that such problems can be corrected at the Federal level.

Specific Areas of Advocacy

The Family

Because day-to-day advocacy for children should come from the parents, one of the advocacy program's foremost concerns will be to strengthen and preserve the family by dealing with the many institutions and multiple community problems relative to them. These include housing, environment (eradication of slum and ghetto conditions), improved child and family law (such as divorce, custody, children's laws on neglect, delinquency, and employment), child protective services, medical and dental care, mental health and counseling programs for families (marriage counseling, child guidance clinics), special services for the men tally and physically disabled, religious organizations and extension of their services to children, and better use of existing private institutions (boy and girl scouts, and private, charitable, and child-family agencies).

For those parents who cannot fully provide for their children or who do not know where or how to obtain needed services, the Child Advocate will be a source of help and support. For example, a child with serious learning or behavior problems may be mentally or physically handicapped. When parents cannot secure a satisfactory diagnosis or proper treatment, the Advocate will help them obtain an evaluation of the child's needs and see that these are met.

When the family endangers the child, as by willful neglect or abuse; where the family, for whatever reason (unemployment, illness, desertion, or separation), fails to provide proper care; and where existing community agencies do not intervene effectively, the Advocate should represent the child. The Advocate should not, however, interfere with acceptable parental prerogatives or discipline nor will he undermine the child's responsibilities towards his family.

The School

The school is second only to the parents in influencing a child's character and personality, in preparing him to live in and with his environment, and in determining what kind of an adolescent and adult he will become. Parents and community increasingly look to the school, particularly primary and elementary schools, as a major child-rearing and socializing agent. However, the school system fails some children because it ignores the child's home and out-of-school environment. There must be relevance between what is taught, how the child lives, and his projected way of life. When a system fails to accept and respond to this demand, widespread school-child-parent conflict results.

Because of the school's vital and continued influence on the child, a significant part of the Child Advocate's efforts will be devoted to child-school relations. A significant number of children are expelled, suspended, or otherwise excluded from school for reasons ranging from truancy, misconduct, child-teacher conflict, violation of rules, to poor peer-group relationships. One child may fail in school because of an unrecognized physical or mental handicap. Another may lag behind because he lacks basic skills in reading and expression. A third child may be the victim of a destructive home environment; a fourth may find no interest or relevance in the school curriculum, and a fifth may be alienated by a boring or insensitive teacher. All may manifest their anger or frustration by improper, disruptive conduct. Generally these actions are symptomatic of other problems. If the parent does not or cannot obtain reinstatement, the Child Advocate may intervene to learn the true reason for the child's difficulty and negotiate for corrective measures.

Many school suspensions and expulsions are obviously justified. Where the child is patently wrong, the Child Advocate's first efforts should be directed to obtaining the services necessary to modify the child's behavior and then trying to secure his admission. Obviously, mere reinstatement of such a child in no way ensures a future positive relationship between child and school. Unless the root cause is recognized and solved, the incident will probably recur. Since the school often has neither the time nor mechanism to seek out such causes, the Child Advocate will attempt to learn and alleviate the source of trouble by obtaining remedial medical care for the handicapped, special tutoring for the academically deficient, modification in home environment, a change of school, curriculum, or teacher, or whatever services are needed.

Of course, more superficial child-school conflicts can arise from dress codes and unpopular regulations and restrictions. Here the Advocate's role will be to seek not only the reinstatement of a suspended or expelled child, but also modification of unduly restrictive rules which could produce future child-school problems.

Since the Advocate's primary concern is for all children, he must work to help both individual children and to ensure that the school system is the most effective possible.

The Police

Children's attitudes toward law, law enforcement, and authority are formed early and once solidified, usually prevail unchanged in adult life. Because the child's perception of the police, an early symbol of authority, is most important, the Advocate has a special mission in fostering improved child-parent-police relationships.

Especially in urban areas, the police have a far broader role than merely keeping the peace and apprehending law violators. They are often the community's unseen and unsung first line of defense in meeting a wide variety of social, physical, and emotional problems of parents and children. It is the police who most often are the first to reach the child or parent in crisis. It is they who locate the lost or runaway child, who intervene on behalf of the abused and neglected child. They are called to arbitrate disruptive marital disputes and family quarrels, to deal with suicide and homicide threats and other forms of physical violence which erupt within a family, or to aid the alcoholic or mentally ill parent.

The Child Advocate will have a special need to understand and work with the police, since the police will turn to the Child Advocate to:

Refer a child or child-parent problem which cannot be handled through existing channels

Aid the parents on behalf of the children in a family in obtaining special services to relieve a known disruptive problem; for example, legal services for oppressive debt, medical help for alcoholism, marriage counseling for family problems, or vocational training for an underemployed family head

Obtain shelter, care, and protective services for any abused or neglected child when the usual child care services fail or are non-existent.

By working directly with both police and public education resources, the Advocate will also encourage employment of juvenile officers with appropriate temperament, attitude, and training. Equally important, the Advocate Board will strive to change those laws and police procedures based on obsolete concepts held by both police and the public regarding what constitutes effective child and juvenile police work.

The Court

Almost universally, the concept of juvenile justice is moving juvenile and family courts toward a program of court appointed counsel for children who come within the court's orbit. This change is more prevalent in charges of delinquency which may result in institutional commitment, than in less serious matters of truancy, runaways, and rejection of parental authority. In areas of neglect and abuse, custody disputes, and non-support, legal representation for children is still limited, and in many jurisdictions non-existent.

In the juvenile justice system, the Advocacy Board has a dual role:

Where legal representation of the child is not provided by parents or the court or where the service is inadequate, the Advocate should represent the child. If the Advocate is not a licensed attorney, his staff should include, or his board be empowered to engage, an attorney.

The Advocacy Board must be concerned with the entire process by which justice is administered to children, from intake and adjudication to disposition and aftercare. Specifically, the Board must focus on intake procedures, quality and objectivity of social reports, probation planning, the basis for institutional placement, the quality and extent of treatment in institutions, duration of stay, and provisions for release and aftercare.

The Advocacy Board will seek to improve and upgrade juvenile and family law; press for competent, specially trained judges; and advocate more and better trained court staff and community based treatment facilities.

Other Agencies

Most communities have at least some public and private child-serving agencies such as public welfare, church developed and supported agencies, day care centers, and health care facilities., The Advocacy Board should stimulate the discovery of programmatic alternatives for improved child care and urge the creation of more alternative "solutions" to child problems. The Advocacy Board can also devise a system whereby the agency will be *accountable to the client* or his surrogate, rather than to an external funding source, thus emphasizing the program rather than its description.

On a case level, the Child Advocate can ensure that agency decisions made about a child are subject to review at a local level. His prime role can be to ensure that several alternative paths are open to the child at each decision point within an agency, and that these alternatives and their possible outcomes are known to both child and/or surrogate and agency personnel.

Recommendations

Establish immediately a high level, independent Office of Child Advocacy with a network of local advocacy programs.

The cost of the Child Advocacy program will be paid from Federal tax monies, with provision for use of other supplemental funds without the requirement for matching funds.

States, local communities, and neighborhoods can develop their own programs. States which do not develop comprehensive plans, and hence do not develop state councils, would not receive Federal funds for state programs. The Federal law should provide that direct local or neighborhood grants for local planning can be made where no state council is developed or the National Office of Child Advocacy determines the state plan to be insufficient. Such direct local or neighborhood grants will not be subject to veto by state officials.

Local councils shall be structured to maintain effective citizen control while providing for active participation of community agencies and organizations concerned with the child.

Conclusion

This Forum believes there is a distinct and urgent need for a Department of Children and Youth and a Child Advocacy program. If properly conceived, explained, and implemented and if presented as helpful, rather than threatening, to existing institutions, it should be received enthusiastically.

Today the rights of a significant number of children are totally ignored. Neglect, poor parental supervision, inadequate schools, understaffed and insensitive systems of justice, and poor child nutrition and health care all contribute to the filling of our mental and penal institutions and the swelling of relief rolls. We will not reduce these increasing problems until we correct the sources.

By ensuring to children in their formative years their fundamental rights, we can achieve the basic values of life, liberty, and the pursuit of happiness.

The advocacy program is not the sole answer, but it is one way to reach, influence, and protect children in a manner no institution now does. The alert, concerned, vigorous efforts of an independent advocate, responsive to children, can ensure that children's rights will be safeguarded and that they will enjoy their true heritage as free people.

Forum No. 24 Members

James Delaney (Chairman)

Angela B. Bartell (Vice Chairman)

Fred Arguello

Steve Bolliger

Flora M. Boyd

Harietta Deal

Lois G. Forer

Phyllis Lake

Daniel Perez

Samuel Sublett, Jr.

Michael Tracy

Edward Tuchek

Aidan Gough

Mary Rita Ostrander

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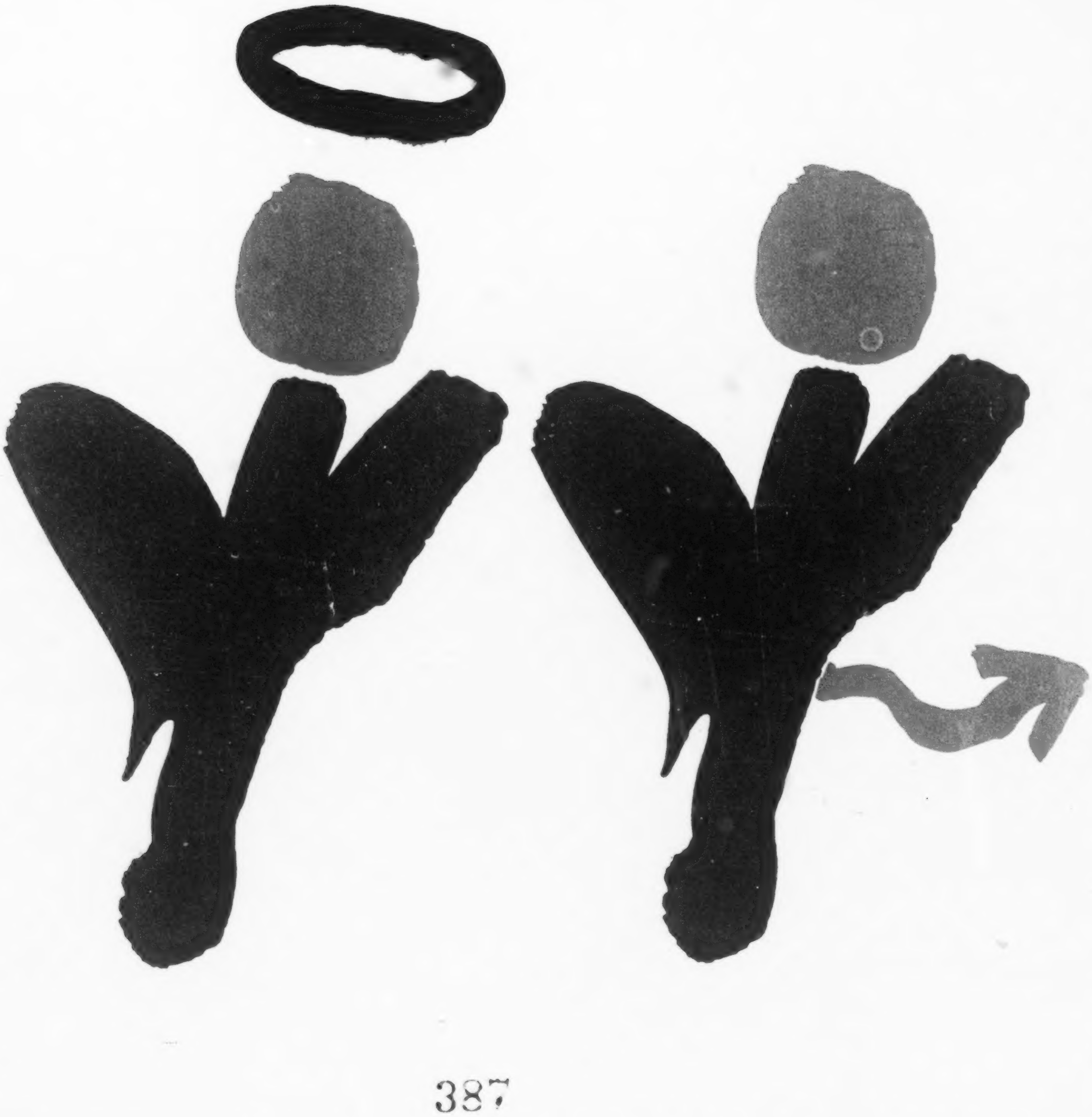
Communicating the Law



About the Law: Communicating the Law's Message to Children

Report of Forum 25

White House Conference
on Children 1970

Introduction

This Forum interprets the phrase "Communicating the Law's Message to Children" to mean education for democratic living.

Alienation, violence, and crime are increasing dramatically in the United States, and ignorance of and lack of commitment to fundamental principles and values of our constitutional democracy are widespread. We are convinced that the need is urgent to instruct children in these principles and values as their attitudes are developing. Instruction, however, means far more than having children memorize facts about our democratic form of government; it involves teaching them to live meaningfully with each other in peace and justice.

If our children are provided sufficient education, appropriate democratic models in the home, school, and community, as well as an opportunity to participate directly in democratic processes, as adults, they will want to preserve our basic constitutional democracy. They will learn that rational and orderly processes can result in needed reforms.

This Forum calls for a total commitment in terms of funding, research, and community action to achieve these formidable goals.

Current Status

Our nation is entering the seventies torn by internal crises: participants in our political system resort more frequently to undemocratic means to effect social change.

Current questioning is directed not only against the mismanagement of our system but, increasingly, against its basic foundations.

We have failed to show our children that the democratic processes in America's constitutional system can help solve many of today's most vital problems and can effect needed reforms for all citizens. If we continue to fail, we cannot expect children to make a commitment to the democratic principles and ideals which support our system.

Now, as never before in our history, we must understand that American democracy is workable and learn to distinguish between its sound principles and values and some of the ways they are implemented. Children, in particular, must learn to distinguish between principles and practices so that, when they become adults, they may further the democratic ideals of our founding fathers.

Children's Attitudes on Law

Both recent research and events substantiate that young children can and do investigate the meanings of "just," "law," and "rule;" by age thirteen they have long been judging the legal and political order. Although little data are available on the relationship between the jurisprudence of our youth and the functioning of our legal or political system, material sufficient to make cogent observations exists about children's ideas on law, justice, and authority—representing an amalgam of "natural" and "learned" concepts. For example, two studies involving United States children—a six-nation study and a kindergarten-to-college study—yielded several important findings:

Children from an early age described *justice* as having an equality dimension, adding with age such notions as benefit, consensus and participation, and individual rights and freedom.

Children's conditions for changing or breaking rules were increasingly determined by evaluations of the *morality of the rule*—that is, whether it was fair—or the *morality of the circumstances,* whether the reason justified breaking the rule.

Children predicted anarchy, chaos, disorder, violence, crime, and personal greed in the absence of rules.

Children described rules and laws as functioning similarly, both regulating social exchange.

More important, most children in these studies recognized that the general function of rules and laws was to protect and facilitate human interaction; only a few noted a punitive, coercive quality about them.

These children also demonstrated the intuitive ability to project one authority system's compliance criteria to another. Other studies on idea development in children also reflect their growing ability to evaluate the nature, function, and justice of rules and to act according to higher ethical and moral values. In fact, the studies revealed that, far from disrespecting law and order, children feel the need for rule and orderliness. But they are also keenly aware that the rules for maintaining law and order must echo certain values: to be truly compelling, rules must be just. As is true of thinking adults, most children view blind obedience under all circumstances as unfair.

Another study, one on children's views of the law, measured the attitudes of youngsters, ages ten to seventeen, toward police [illegible] revealed:

The more favorable attitude toward law and police held by the sixth grader significantly deteriorates by the time he has completed ninth grade.

Significant changes in attitude take about two years to evolve and usually change in a negative direction.

In general, those who are poor students, who do not attend church, are from a lower socioeconomic level, as well as Negro and male students, have a less favorable view of the law.

Neither the school nor police training curricula are designed to help foster more favorable attitudes toward authority in youth.

This study found that not only were youngsters ignorant of the nature of the law and the mission and function of law enforcement, but police officers making initial contacts with these youngsters were ignorant of the nature of early adolescence.

Factors Which Influence a Child's View of Law and Justice

It is generally agreed that a child's early experiences are crucial in the development of his attitudes toward rules. And his early childhood and adolescent experiences help shape his social behavior and opinions as an adult. A child has formed many of his attitudes toward fairness, punishment, and the police before the age of fourteen. Many of these experiences involve observing how adults and governing bodies view and administer rules and laws. Unfortunately, suitable adult models are few. The average American child will probably never see a governing body consistently demonstrate that law and common justice better the lives of all citizens.

Both the current distrust and disobedience of the law on one hand

and the calls for law and order on the other testify to a disconcerting lack of application of the basic principles and values of our democratic society. More than a discrepancy between method and practice, they reveal a discrepancy between method and example, or a "double message." This double message, not only from authorities but from adults in general, can only exacerbate the dissonance, deviance, and dissent among young people. When authorities display conspicuously "bad" conduct, such as arbitrariness, prejudice, and indifference, children begin to distrust, reject, and lose their desire to affiliate. Before we can expect our children to understand and embrace the principles and ideals of our system of government, adults must be persuaded to enact laws that are just and to administer them fairly.

We must also be aware of the impact on the child of his political-legal environment; it is vital in shaping his ultimate beliefs. This acquisition of political-legal attitudes and values is an ongoing process of day-to-day human interactions, not an isolated event; it occurs at school, at the traffic light, in a playground dispute over marbles, at dinner over dividing cake, in a line of people waiting for a bus or telephone—in the many situations where individual desires and group interactions demand boundaries and guidelines.

From interactions and experiences in the home, the child learns his first rules of moral action and social conduct. He then applies these rules to street, playground, and school situations. In the process, he is both testing the validity of the rules and concepts he has learned and learning new ones.

Unfortunately, parents seldom have the tools to help their children appreciate basic concepts of democracy and the administration of justice. Haphazard street experiences cannot be deliberately designed to reinforce positive attitudes. Schools may or may not reflect true democracy at work. Although fair play and democratic procedures are not impossible in these environments, the probability is slim that the child experiences much democratic participation in them. Some method must be found to help ensure that these environments offer children both a suitable working model of democratic living and the opportunity to help formulate the rules governing these environments. Children must have opportunities to strike a realistic balance between obligation and independent action.

We must recognize that merely telling children that our political system is equitable will fail to spur them to preserve that system as adults. They must also have its value and justice demonstrated, both through their own experiences and by the examples set by those in authority—by parents and teachers, as well as agencies of government and law enforcement.

Present Efforts to Educate Children on the Law

The programs and materials that have been formulated to teach children about law and our political system frequently represent first-aid attempts to treat symptoms. Schools, whose more controllable environments probably offer the best opportunity for constructively shaping a youngster's attitudes, too often present rules as if they were the natural laws of the physical universe —inviolable. They are to be obeyed "because they are the rules" or "because I say so" or "because they are good for us." Such presentation does not engender understanding of the moral significance of obeying "violable" rules, nor does it cultivate the behaviors and attitudes necessary for free men to regulate their own action and interactions. Such a system is not really democratic.

Another example of treating symptoms, programs which concentrate on improving police-child relationships often treat law from the limited viewpoint of law enforcement. Such programs too easily foster the misconception that the police officer is the only symbol of the law.

Existing program strategies, too, are usually based on the mistaken notion that information alone will bring understanding. Proliferating text materials, audio-visual aids, and lectures on drugs, shoplifting, and vandalism often exemplify the view that the mere recitation of statutes existing on our law books and the punishments for breaking them will profoundly affect attitudes and behavior in children.

Although well meaning, the conglomerate approaches taken by community service organizations, schools, concerned groups or individuals, their pamphlets, panels, and preachments share a common failure. Because of their limited scope, their surface evaluation of the causes of crime and alienation, and their uncoordinated efforts, they have not really solved the problem.

Involving children in experience-based discovery activities represents the present state-of-the-art in conveying an understanding and appreciation of democratic political-legal processes in children. Examples exist such as youth groups which permit children to help formulate and modify organizational rules; however, efforts to date have been highly uncoordinated. What we most need is lacking; a total community commitment to provide positive democratic experiences.

Goals

This Forum's goal is to suggest concrete, coordinated action for the entire community which will help develop citizens who:

Experience a healthy balance between independence and obligation

Value fair play, justice, and equality

Are skilled in critical thinking

Have internalized the habit of behaving democratically.

Although this Forum must concern itself with reaching and educating adults, its primary concern is how to communicate the intrinsic meaning of democracy and law to children. It is vital that children learn what we mean by law: it is the relationship that facilitates the functioning of a community, the structure which binds people together, and the process which allows a social structure to work.

Recommendations

Cross-cultural Participatory Experiences

We recommend that cross-cultural, participatory experiences be provided for all children so they may understand the concepts and goals of justice in terms of human relations, and that community decision-making processes and educational experiences provide for the participation and knowledge necessary for a personal, realistic commitment to the democratic system.

Justice is one of man's highest aspirations, and rules provide the mechanisms for achieving justice. Involvement in making the rules, deciding procedures, and setting goals together helps children and adults learn and teach the meaning of justice.

The kinds of experiences we want for *all* children must extend beyond formal education to full participation in all community undertakings. Involvement with all aspects of American life is vital—by rich and poor, male and female, young and old, rural and urban, and all ethnic groups. Participatory experiences in the institutions of the home, school, and community facilitate understanding of the rights of individuals.

Only through understanding the rules, expectations, and disappointments of others can children come to know the meaning of democracy and to demand justice for all. Only through making choices, weighing alternatives, and experiencing differences can children develop the skills and insights necessary to function as rational, ethically oriented individuals.

Cabinet-level Department

We recommend the establishment of a Department of Education and Children at the cabinet level.

Many Americans say that children are their first concern. The survival and realization of the goals of American democracy demand the immediate establishment of a Department of Education and Children to illustrate that our nation is indeed willing to give *all* children the attention they deserve, and to develop their potential for maximum participation in a democratic society. Such a department would demonstrate a reordering of national priorities emphasizing that the development of the human person and the capacity for responsible citizenship are of primary importance. Surely if there is room at the cabinet level for a Department of Transportation, Defense, Labor, and State, there is room for a Department of Children and Education.

Regional Resource Centers

We recommend that establishment and supervision of regional resource centers which shall contribute personnel and material necessary to implement programs for education in democratic living.

Functions of these centers include:

Offering community-based consultant services including practical training programs to assist with a restructuring of schools and child-serving agencies of justice through new pre-service and in-service education of their personnel.

Acting as a clearing house for information and materials pertaining to democratic processes and values. These would include reports of programs in progress; pertinent materials concerned with law and its enforcement; results of research and evaluation; other items that will serve the needs of agencies involved in helping children learn the principles and values of democracy.

Publishing and disseminating a newsletter.

Assisting in the design and development of new programs, curricula, and methods of communicating the law's message to children.

Educating School Personnel

We recommend the education of all school personnel and all involved in the administration of justice in the basic principles, values, and practices of our constitutional democracy.

Standards of admission and advancement for school personnel and members of the justice system must include knowledge and skills in the basic principles and practices of our constitutional democracy as they apply to the needs of communities they serve. The development of these standards should involve those persons most directly affected by them. Local and state school boards, teacher certifying bureaus, teacher training institutions, and agencies of the justice system should be persuaded to adopt such standards as soon as possible.

Community Programs for Democratic Living

We recommend the promotion of community programs which foster an understanding of, and commitment to, democratic processes and values. Children, youth, and adults should be involved and funds should be provided to enable participation in such activities.

Any new school curriculum or community program concerned with democratic living will best flourish where the entire atmosphere nourishes the democratic processes. The goal of such programs is to foster the development of internalized habits of thinking and behaving democratically. Logically, this goal can only be achieved by involving all concerned elements of a particular community or school in planning and implementation. In the school, the new curriculum must be supported by an environment that includes participation of children in decision-making processes. In the community, adult programs designed to reach parents and others who exert strong influence on children must stress the importance of adult models and interactions among adults in developing the value systems of the young.

Training Legal Personnel

We recommend recruitment and training of a broader educated, more informed, sensitive individual to work in our system of justice. Individuals should be drawn from a broader cross-section of our population.

It is urgent to provide persons—especially those involved in the justice system—who are representative of all segments of American life attuned to the child's life styles and the ways that children's values are shaped. It is especially important that the child's world contain the elements of understanding, trust, and appreciation; the message of the law is best transmitted by adults who are able to express such qualities. In employing members for the system of justice, emphasis should be on the recruitment and training of individuals who are sensitive to the needs of children and their particular life styles. Such adults can help develop in children positive attitudes toward democratic processes and can communicate the existence of the democratic process for changing laws.

Evaluating Education Programs

We recommend development of research tools for measuring the success of education programs on democratic living.

Accurate evaluation of existing value systems, attitudes, and behavior in our society demands the further development and refinement of research tools. New research and new programs for developing democratic individuals should be based on such evaluations.

Reevaluating Laws on Children

We recommend research and evaluation of all laws relating to all children and the setting of minimum standards by impartial agencies which deal with children to ensure that just and adequate legal services are available to them.

Many of the laws designed to protect children were adopted without sufficient sensitivity to their overall needs. All laws relating to children must be systematically reviewed and evaluated to determine their real effect on growth and development. The laws affecting children, as well as the standards used in administering these laws, should be subject to constant review by locally based, impartial agencies.

Social and legal services must be available on an equal basis for all individuals. There is a need for adequate staff, representative of the community with the knowledge and skills for serving children.

Local Programs on a One-to-one Basis

We recommend the encouragement of voluntary one-to-one relationship programs conducted at local and neighborhood levels.

We want to encourage individuals and groups to provide experiences of concern, fairness, sharing, and enjoyment to individual children, especially those living in neighborhoods where contact with the law tends to produce negative feelings. To implement this recommendation, legislation or funding is not needed, nor agencies, institutions, or organizations. The activities envisaged are open to all, require only the desire to form one-to-one relationships with children, and involve all types of human activities, even those as simple as a trip to the park, an auto ride, a game of checkers, or a chat.

Involving Children

We recommend promoting the democratization of institutions involved with children by creating an atmosphere where involvement of these children is encouraged.

Unfortunately, many of our institutions do not provide an atmosphere that encourages the development of individuals who are independent and democratic. Many institutions actually stifle healthy conflict and questioning. The democratization of institutions calls for total involvement of children of all ages, along with parents and other adults, in mutual decision making, in the resolving of conflicts, and in the sharing of common activities and responsibilities. Children and adults must be assured direct participation in the organization and operation of the institutions that govern their lives.

National Bureau on Education for Democratic Living

We recommend the establishment of a National Bureau on Education for Democratic Living to coordinate and promote the implementation of all 1970 White House Conference on Children recommendations pertaining to children and the law.

Forum No. 25 Members

Roy L. Steinheimer, Jr. (Chairman)

William Gibson (Vice Chairman)

Joanne Buggey

J. Ted Daniels

Frances Hatfield

Dorothy Hollingsworth

Marcia Magiera

Mary Martinez

Robert Portune

Lou (S.J.) Savary

George Shelton

June Louin Tapp

David Topinka

Veda Davis

Harvey Friedman

Child Service Institutions

Child Service Institutions: Meeting the Needs of the Seventies

Report of Forum 26

White House Conference
on Children 1970

Introduction

The charge to Forum 26, as described by Stephen Hess, National Chairman of the Conference, was to systematically outline the steps required to implement the recommendations from the other Forums. We were to "specify both process and strategies for change" and provide models for regional meetings to use after the Conference in developing more detailed plans for implementation.

By assigning Forum 26 this task, the Conference recognized the importance of planning for implementation. In past White House Conferences on Children, there have often been too many recommendations competing for attention or the recommendations have been too general and imprecise, thus confusing the policy maker, blurring the issues, and preventing effective implementation.

Prior to the Conference, an *Ad Hoc* Committee met to consider the problems of implementation; the Committee's report is appended.

The complexity of implementation with the many levels of government and public and private agencies made the task of this Forum particularly formidable. Approximately fifty participants of Forum 26 attempted to develop recommendations which delegates, organizations, and individuals can use in their later efforts to implement Conference recommendations. Although this report is neither as broad nor as deep as the Forum members desired, it presents the major thrusts of Forum discussions.

Individual workshops focused on: the role of national organizations; state committees for children and youth; and state and local governments. The resulting recommendations included a general model detailing the process and steps for implementation, as well as specific suggestions for action at the national, state, and local levels.

Recommendations

Implementation Model

Recognizing that the specificity of a recommendation may influence the extent of its implementation, Forum 26 outlined a nine-step process as a basic model for formulating recommendations and assuring their implementation. The steps are to:

Clarify the recommendation and state the problem

Divide the recommendation into identifiable components

Identify accountability

Identify opportunities for realization in terms of target implementers, strategies for accomplishment, consequences, and evaluation

Identify outcome goals

Identify constraints

Identify processes to achieve goals

Identify mechanisms for action

Identify resources needed.

This nine-step process uses the "opportunity system" concept, a rational approach to community problem solving. We recommend that implementers use the "opportunity system" not only to suggest the steps in the problem solving process, but also to provide a rationale for undertaking the solution to a given problem at a given time. Since all Conference recommendations cannot be undertaken simultaneously, communities and groups must set priorities for those recommendations which apply to a community service need or demand they have identified. The "opportunity system" asks:

What is presently happening that makes a solution helpful at this time?

What opportunities or resources are there that can be applied to this problem?

The absence or availability of these opportunities should help determine when to tackle a certain recommendation or problem.

National Action

We recommend the creation of a national citizen's body to assure the implementation of the recommendations of the 1970 Conference. This recommendation is in line with the Forum's Conviction that, even though local communities may have the major responsibility for actual implementation, national leadership is also essential. Details of size, composition, and other components of the proposed body were not completely spelled out in the limited time available during the Conference, but the Forum strongly believes that a committee of *citizens* rather than just governmental employees holds the key to effective implementation. Certainly the membership should cover a broad spectrum of citizens and citizen groups. The committee should also be ongoing rather than short-term.

Initiative for appointing the committee could come from either the executive or legislative branch of government or it might best be created independently by an *ad hoc* coalition of national voluntary organizations. No one existing voluntary organization seemed sufficiently broad in scope of program and membership to effect this, but Forum members believe that national voluntary organizations, working through existing associations of organizations, can play a major role in bringing reality to many of the recommendations of the Conference.

We recommend that the President establish an Office for Children to help coordinate and make more effective the delivery of services to children. The Office for Children should be responsible for implementing services for children through voluntary as well as public organizations. We also recommend that this Office or some other unit in the executive branch of the Federal Government prepare an annual report on the status of children and youth in the nation. This report should be transmitted to the Congress and widely distributed to the public.

Recognizing the importance of Congress in the implementation of recommendations, we recommend that Congress establish a Joint Committee on Children and Youth to oversee the entire range of Federal programs and concerns relating to children and youth. We recommend that the Federal Government take specific action to help states implement Conference recommendations. For example, the President should provide leadership for implementation through the National Governors' Conference or similar arrangements. Federal technical assistance and advice and assistance from Federal regional councils should be available to the states. In addition, the Federal Government should provide special Federal matching funds to strengthen the states' resources for planning, evaluating, and coordinating programs for children and youth; for preparing biennial state reports on children and the implementation of Conference recommendations; and for extending such action to county and city levels.

We recommend that drafts of model laws be included in the Federal government's report of the 1970 White House Conference. These could be used as a guide for drafting state legislation which would help implement any recommendations requiring new laws by the state. It is also hoped that the report of the 1970 White House Conference can be structured so that the focal point of accountability can be identified for each recommendation.

We recommend that the Federal Government consolidate scattered statutory authorities and fragmented programs relating to children and youth. To accomplish this, we request that the President and Congress produce the necessary legislation. In addition in lieu of funding for the scores of programs now on the books, we recommend that comprehensive or block grants be provided to states for comprehensive services for children and youth in areas such as health, education, day care, and welfare. We also recommend that the Department of Health, Education, and Welfare be reorganized to bring together in one unit all the Department's fragmented programs now dealing with children and youth.

Recommendations for State and Local Action

Federal action is only a partial step in the implementation of Conference recommendations. The most significant arena of activity may be at the state and local level and Forum 26 proposes the following action.

We recommend that every governor trigger "grass roots" action by making a public commitment to review and implement desirable proposals recommended by the Conference. We also request that governors strengthen existing state committees for children and youth and ensure in every state the continuing operation of these committees in the next decade. Governors' commitments should also include the issuance of a biennial state report on children and youth which would:

Assess their status and unmet needs

Present data on the magnitude, scope, and effectiveness of public and private programs for them

Provide a progress report on the implementation of Conference recommendations.

We recommend that a permanent state committee for children and youth be established in each state. The Forum viewed state committees for children and youth as one of the primary mechanisms for following up and implementing Conference recommendations. Some states, but not all, established ongoing committees following the 1950 and 1960 White House Conferences. Many of the ongoing committees have successfully helped carry out the recommendations of past White House Conferences and adapt them to their own state's needs and conditions.

We recommend that membership for the permanent state committees for children and youth be composed of both adults and youth and be truly representative of lay, professional, and government sectors, with special attention to minority group representation. Memberships should also include persons directly involved as recipients of services, and state committees should be structured so that they will be able to receive tax deductible contributions.

Other requirements proposed by the Forum for the committees are that they be fully funded; have full-time staff; cooperate with other agencies; report periodically to the governor, legislature, and general public; and continually assess needs, develop innovative programs, and serve as spokesmen and catalysts for meeting those needs.

In considering state committees, the Forum also gave particular attention to the importance of politics and financing in implementing Conference recommendations. We suggest that state committees involve both elected and appointed officials at the state and local levels in planning and carrying out recommendations because both groups are essential to success. We also urge state committees to become knowledgeable about the nature, process, and problems of financing programs for children, keeping the public informed about all aspects of financing.

We recommend that people at state and local levels urge Federal financing of programs for children with a constant percentage increase for an indefinite period. The need for this financing is great because the ability of states and localities to finance programs for children is often sharply limited. A continuing problem is that the Federal Government provides funds to initiate programs and then gradually decreases or completely withdraws the Federal funds.

Appendix

This paper on implementation has been prepared by the undersigned *Ad Hoc* Committee in response to the request by Mr. Stephen Hess and Dr. Joseph Douglass at the meeting of the Coordinating Committee for the White House Conference on Children and Youth (WHCCY) on September 18, 1970. It relates primarily to the Children's Conference, although many points are relevant to the Youth Conference.

Conference Goals

The WHCCY should be the vehicle for a factual stock-taking and critical assessment of how the United States is carrying out the vital task of rearing and educating its children and youth and for setting goals for the next decade relating to children and youth in our pluralistic society. In this process past achievements and improvements in performance should be noted and honored, but failures and shortcomings, private and public, should be frankly recognized and fully documented so the country can diagnose its problems and move ahead in solving them. The Conference report should document the human, social, and economic cost to the nation of its failure to rear and educate a large portion of its children for effective adulthood—and describe the potential benefits from improved national performance on this front.

The two national Conferences can greatly benefit the participating individuals and organizations (information, contacts, specific ideas which can be implemented by the individual or his community, and possibly an impetus for categorical Federal grant-in-aid programs in particular areas). These benefits, however, are only a small part of the potential yield from the White House Conference process. Action—significant action on a national scale—is the objective. The emphasis should be on reform to achieve for each and every child the fullest opportunity to develop his or her potential.

The objectives for the WHCCY should not be set too low. The great untapped potential national benefits from the WHCCY lies in the opportunity to begin significant steps to change national attitudes and national priorities for more adequate resources for the welfare and education of children and youth. To succeed on this front, however, will require an effective and continuing follow-up process for the 1970 Conference. The follow-up must be national in scope and must engage directly the opinion- and decision-makers in the key institutions in our society, both in the private sector and in local, state, and national governments.

We assume, as a first essential, that the 1970 WHCCY will present to the President a report which will assess comprehensively and factually the present status of our children and youth and the magnitude of their unmet needs for the 1970's, and diagnose why these needs remain unmet. Second, it seems highly desirable for Forum 26, based on the work of the other twenty-four Forums, the state committees on children and youth, and other organizations, to develop for inclusion in the report findings and recommendations for national action at every appropriate level in our society. These findings will address the following types of concerns with respect to the 81.5 million children and youth under age 21 (109.7 million in total under age 25) in our society:

The *concepts* or principles which should guide our national action with respect to the young and the *criteria* or standards which should be adopted for measuring national performance in discharging this task. This concern might take the form of a modernized "bill of rights" for children and youth which might be the foundation of a new *national policy* toward the younger generation. These principles should address not just the material but the social, moral, and emotional conditions necessary for complete human growth.

The overall *national priority* which should be accorded to children and youth as against other national needs in budgeting public funds at every level of government.

The *relative priorities* considered appropriate in the next decade for the various types of programs serving children and youth (health, education, day care, cash benefits, food, etc.) to achieve the best results with the available resources.

The *organizational strengthening* required in the private sector and at the local, state, and Federal levels of government relating to children and youth to equip the country better for planning programs and setting priorities and coordinating program operations and service delivery for children and youth.

The action needed to achieve more effective *advocacy* of the needs of children and youth and more adequate *representation* of the youth in societal institutions.

The *new ideas* with respect to children and to youth which are emerging and which merit national attention. Many of these should be found in the various Forum reports.

Specification of Recommendations to Facilitate Implementation

In preparing the recommendations of the Forums and of the WHCCY as a whole, the prospects of implementation will likely increase if:

Each recommendation is *specific* and the *purpose* or *rationale* for the proposal is supported by valid statistical data and other facts.

The *relationship* of the proposal to ongoing actions or programs is clearly explained, especially if the proposal is geared to improvement in the broader *system* of services or programs serving children and youth.

The report states *who* is expected to act (specific private organizations, local government, state agency, Federal agency) and *what* action should be taken (e.g., basic legislation, appropriation, administrative action, program reorganization).

The *costs* are explicitly estimated and the schedule for future buildup is indicated, especially if the costs or personnel implications are large. While real thrust and challenge are needed in the WHCCY proposals, realism is a useful attribute.

Systematic review or *follow-up*, then, must be provided for the proposed recommendations of the WHCCY. This requires, in particular, strong Federal leadership and involvement of the states and citizen's groups.

Elements of the Implementation Process

The nation's concerns as they relate to children and youth involve many interrelated institutions and programs, and the achievement of national WHCCY goals cannot be a one-time effort. The implementation process should be planned for the long-haul with objectives, say, for one, three, five, and ten years. Without an effective follow-up process reaching into the decision-making centers of our nation, no single action can be forecast with any assuredness.

The effectiveness of the implementation effort might be increased if the report contains a chapter with an overall blueprint for implementation and for achieving a genuine *national commitment* for improved programs for children and youth:

Outlining the importance of an identifiable, clear cut, and continuing process for implementation. A continuing WHCCY implementation committee involving citizen's organizations in the planning process would support the governmental effort.

Specifying the appropriate roles or actions in the implementation process of organizations such as the Federal, state, local governments, voluntary organizations, foundations, and businesses.

Identifying 6 to 12 major objectives which should receive priority attention in the first phase of follow-up.

Stating the case for a well-funded, continuing follow-up unit at the Federal level, in the states, and in the private sector. A specific Federal appropriation to finance follow-up efforts at the Federal and state levels might well be appropriate. Such appropriations were provided after the 1960 Conference, but are now needed on a much more significant scale and for longer periods of time.

Calling for periodic public reports on the status of children and youth and on the progress of implementation toward specific goals outlined by the WHCCY or subsequently by the President.

Explaining where the needs of children parallel those of youth and where they are different and should be separated in the implementation process. For instance, youth should be interested in better children's programs, for social betterment is best accomplished with children, and youth will soon have children of their own. A greatly neglected area in our national life and educational system is education for family life regarding, for example, the human and financial responsibility involved in bringing children into this world. How many youth know the responsibilities of marriage and family life today, including, for example, a $30,000 cost of rearing a child in a middle-class family, exclusive of the cost of college?

Providing for interaction among the various public and private organizations concerned with the welfare of children and youth through regional and national conferences and other processes.

Pressing for a commitment by the President, ideally at the end of the White House Conference, to institute a follow-up process and to lead the nation in its execution. Such a commitment might be the single most important element in assuring implementation, for the President could both mobilize the Federal establishment and stimulate action by the states as well as the private sector. (The commitment would be to lead the review and implementation process; it need not commit the President to any given substantive or budgetary action.)

Regional Conferences

The suggestion by the WHCCY staff for Regional Conferences in 1971 following the issuance of the reports of the two sections of the national WHCCY appears useful and feasible as one step toward implementation. Such Regional Conferences can enable Conference participants to report to their region on the White House Conferences, widely disseminate the reports and recommendations of the national Conferences, stimulate government agencies and private organizations to act on some proposals, and bring together people whose combined efforts will be necessary to build public support for action. Such conferences might be sponsored by the State Committees on Children and Youth, with some assistance from the WHCCY staff.

The effectiveness of the Regional Conferences in initiating useful implementation action would be increased if each state would make a serious commitment to carry out the goals of the White House Conference in cooperation with the national committee. This cooperation will be facilitated if:

The principle objective of the regional conference is to create a continuing effort at the regional or state level to plan, coordinate, and act in promoting the welfare and education of children and youth.

A significant cross-section of representatives from the powerful institutions (governments, corporations, labor organizations, universities, social welfare and religious organizations, educational organizations, and media) is involved.

In each conference, Federal Regional Office representatives are brought together with the state and local representatives encompassed in their regions. Some adjustment will be needed to align the six present regional boundaries for

The recently created Federal Regional Councils (or at least the regional heads of agencies such as HEW, Labor, and OEO) are included in the planning for the Regional Conferences and in carrying them out.

The state committees hosting the Conferences can bring in their governors, mayors, and budget-makers, as a first step toward beginning their own state and local review and implementation processes. Indeed, the President might seek commitments from governors, when he receives the reports of the two White House Conferences, to initiate their own state-wide review and follow-up processes.

Federal funds were appropriated specifically for the follow-up, including the provision of materials and technical assistance to the regional conferences.

Federal Machinery for Follow-up

The absence at present of an effective unit in the executive branch to analyze and assess the needs of children and youth and plan and report on the progress of ameliorative programs is a significant gap in national organization which will hamper the implementation of WHCCY recommendations. The Federal government today does not focus on the entire range of its own programs as they relate to children and youth when preparing its budget, either from the standpoint of an overall priority for this significant population group or from the standpoint of priorities among programs for the education, health, cash benefits, food, and the like for children and youth. The traditional role of "investigation and reporting" to the nation on the status of children and youth, which was an early and very useful function of the Children's Bureau, has not been effectively discharged by the Federal government for many years, to the detriment of millions of children. The new Office of Child Development, however, is still developing and could play a significant role in this area.

Similarly, operational coordination is not effective among existing Federal programs in Washington or at the state and regional levels. This situation has profound effects on state and local governments and their ability to provide coordinated services and assistance for the "whole child" or the family as a unit.

It would be extremely useful if the Federal government could equip itself with a well-staffed organizational unit, without operating responsibilities and with a sufficient place in the hierarchy to take a government-wide view, which would assess periodically the status of our nation's children and youth, track the progress of all Federal programs for children and youth and petition on their behalf in the overall priorities-setting process of the Federal budget, and provide cross-agency leadership on operational coordination of all Federal programs affecting children and youth, including initiation of improved coordination through the Federal regional offices and councils.

Several steps to aid the Federal government in reflecting more adequately the nation's concern for children and youth in its priorities and its operations would be feasible:

Acceptance of a Federal commitment, either by executive order or by statute, for the issuance by the President of an annual *Report on Children and Youth*. Such a document would provide data on and assess the status of children and youth in the nation, evaluate their problems in our society, present data on their unmet needs, and report on the performance of the state,local, and Federal programs and activities in meeting their needs. One part of the report could present information on the status of action on the recommendations of the 1970 WHCCY Such a report would build on prior actions, such as the reports by the ICCY on *Federal Programs for Children and Youth* and the few Presidential messages on children and youth. A related action would be to direct that all major Federal program plans or reports, such as the budget and the agency annual reports, present data on Federal funds for children and youth and the resulting accomplishments. Thus, for example, the Federal budget should present a "children and youth budget," showing how various socioeconomic and age groups of the young share in Federal funds and how such funds are allocated geographically. Ideally, the report should present projected programs for at least five years ahead so the states and the groups interested in children and youth could see what priorities are being proposed.

The designation of a *high level official* of the administration to lead the Federal effort with respect to children and youth in all its various aspects—budget priorities, legislation, and operational coordination, including intergovernmental coordination. Such responsibilities might be assigned in the executive office of the President to the Director of the Office of Management and Budget, who has a major role in advising on budget and legislative priorities and has staff for program coordination. The Executive Director of the Domestic Council or a Special Assistant to the President are alternative possibilities. A less effective alternative would be the Secretary of Health, Education, and Welfare, with a strengthened Interdepartmental Committee or Cabinet Council on Children and Youth. In any such assignment, some added staff resources would be necessary to make the process a truly institutional and effective one, able to reach into the crucial decision making Forums of the executive branch. If the lead assignment were given to an executive office official, it would seem appropriate to strengthen HEW to enable it to discharge the basic fact-gathering and "I and R" function on a broad basis. The Secretary of HEW, however, cannot adequately address the problem of Federal priorities for children and youth because the key issues are settled largely in the executive office review of the President's budget and legislative program.

Creation in the Congress of a Joint Committee on Children and Youth (or separate committees in both the House and Senate) to carry out the oversight functions of the Congress regarding the entire range of Federal programs and concerns relating to children and youth and to receive the annual report on children and youth. The Congress at present gives special attention to the aged but has no committee which overviews all the programs for children and youth as a group.

In addition, Federal financial assistance to the states could promote more effective state and local action in follow-up efforts with respect to children and youth. Indeed, there would be ample grounds for substantial Federal "planning and evaluation" grants to states (perhaps to the governors) and even to their various jurisdictions for comprehensive "systems" review of the needs of children and youth and of the public programs which exist or should be developed to serve them. Such grants could enable states to mount review efforts reaching across related program fields such as health, nutrition, welfare, education, recreation, and community environment.

State and Local
Follow-up

The State Committees on Children and Youth, created largely as a result of earlier White House conferences, are a distinct asset in both the preparation and the implementation phases of the WHCCY. However, they are largely meagerly staffed and poorly equipped with resources, power, or position to plan positively to significantly affect state or local budget priorities or to effect operational coordination among the fragmented programs relating to children and youth. They are funded from various sources. Some states have no such committees and no alternate organizational units to overview "human resources" programs for the young.

The thrust of the New Federalism reform is to decentralize more Federal decisions to the regions and to rely more on the states and their jurisdictions for initiating and taking public action. It would seem fully consistent with those objectives to rely upon the states and their local government units for action on many fronts relating to WHCCY recommendations. As is already clear from the reports received from several states, the states control a substantial portion of public resources for children and youth even though the action is often at the local level.

The effectiveness of states in implementing broader WHCCY recommendations on such matters as priorities and improved coordination of service delivery will require the strengthening of the state committees' staff capability to assist their respective governors in:

Obtaining factual assessments of the status of children and youth in each state and evaluating the effectiveness of programs to serve them, reviewing WHCCY recommendations, planning programs, and establishing budget priorities of the state and its jurisdictions. For example, would it be useful if every governor and state legislature had data showing how the children of the state shared in the various state and local budgets in the state and what needs were unmet?

Achieving better coordination of service delivery from ongoing or new programs.

Working with Federal regional offices and counsels as the Federal government decentralizes authority and functions to the field.

Working with voluntary organizations and citizens in the interest of children and youth.

Action by the states in these directions would permit more effective implementation of WHCCY recommendations, particularly those recommendations developed during the WHCCY process by the states, counties, or cities. It would be useful if the WHCCY recommended that each state should:

Through its governor make a public commitment to review and implement desirable proposals recommended during the WHCCY

Strengthen its state committee on children and youth to assist the governor in performing the functions described above

Issue bi-annually a *state report* on children and youth assessing their status and unmet needs, presenting data on the magnitude, scope, and effectiveness of public and private programs for them, and providing information on progress toward meeting goals set by the state to carry out WHCCY recommendations.

The Federal government might encourage the states to take such action by:

Providing presidential leadership through the governors' conference or similar arrangements, including, for example, a suggestion by the President that each governor mount a follow-up effort

Providing technical assistance and funding for follow-up functions from available Federal funds, with the advice and assistance of the Federal regional councils

Enacting new legislation, if available resources are not sufficient, for special Federal matching grants in aid to strengthen the staff resources of the governor for planning, evaluating, and coordinating programs for children and youth, for preparing the biannual state report, and for extending such action on behalf of children and youth to the counties and cities

Organizing a follow-up national conference with the states in 1973 and periodically thereafter, to appraise national progress toward the goals and objectives recommended by the WHCCY.

Private, Voluntary
Follow-up

New concepts in voluntary action offer an indispensable avenue for improving the status of the coming generation. There should be wide recognition that attainment of WHCCY goals will require a close, meaningful, and continuing public-private partnership. Voluntary social welfare and religious organizations command important resources of manpower, money, knowledge, dedication and spirit, and flexible capacity for action which constitute a valuable national asset in promoting the welfare of children and youth. There is great latitude, however, for engaging the private voluntary social welfare and religious organizations, foundations, business, labor, and other organizations in promoting the objectives and recommendations of the WHCCY. For example:

The private sector needs to be involved fully at an early stage in the planning effort for follow-up and implementation. Such organizations should participate in the projected regional conferences and the continuing state implementation process. Private voluntary and citizen participation is also needed at the grassroots level; such organizations, for instance, could sponsor demonstrations of the child advocacy concept.

A great opportunity exists for a strong, well-staffed research, evaluation, and national public information effort regarding the status of our children and youth and the national action required to meet their needs in all areas required for their proper development, such as welfare, health, education, nutrition, recreation, housing, and community environment. An organization which secures the policy and financial support of businesses, foundations, and voluntary organizations could assist greatly in changing national priorities on behalf of children and youth at the national level as well as at state and local levels by making solid studies and widely disseminating the facts regarding the status of children and youth and the programs which serve them. A "Council on the Coming Generation" might appropriately focus on the entire range of human, social, environmental, and other needs of the young and the national priorities for meeting them.

The nation needs a strong "children's lobby" or "a coalition for children" operating at the national, state, and local levels to promote their cause in legislative and other forums where public decisions are made single-mindedly with all the modern tools of public persuasion:

Periodic reports are needed on the resources being devoted to children and youth by social welfare and other agencies, on achievements of these agencies, and on their future plans toward meeting overall WHCCY goals.

An exceptional opportunity is also available for the communications media to develop and carry out an active and continuing campaign to change national attitudes and priorities regarding the care and education of children and youth. Large segments of the public today do not seem fully informed on the extent to which the futures of our children represent the future of the country, nor on the extent to which inadequate investment in our children perpetuates social ills such as poverty, ill-health, and delinquency and, consequently, costly welfare burdens on taxpayers. Today the facts to document this case solidly are still not fully available, and most public campaigns on behalf of children are categorical and splintered in their focus.

Forum No. 26 Members

C. F. McNeil, Coordinator

Edward Greenwood, Forum Leader

Frank Newgent, Forum Leader

Results of Balloting by the Delegates to the 1970 White House Conference on Children on Overriding Concerns and Specific Recommendations

Overriding Concerns

Following are the results of the December 18, 1970, balloting by the White House Conference on Children, as certified by the accounting firm of Alexander Grant & Company, Washington, D.C.

Votes were cast by 1,912 delegates, or 52% of those eligible. Several Forums chose not to vote, feeling that all of the recommendations should be considered of equal importance.

	Weighted Vote*	Ranked by No. of 1st Place Votes Only
Comprehensive family-oriented child development programs including health services, day care and early childhood education	1	3
The development of programs to eliminate the racism which cripples all children	2	2
Reordering of national priorities beginning with a guaranteed basic family income adequate for the needs of children	3	1
Improve nation's system of child justice so law responds in timely, positive ways to needs of children	4	11
A Federally financed national child health care program which assures comprehensive care for all children	5	6
A system of early identification of children with special needs and which delivers prompt and appropriate treatment	6	10
Establishment of a child advocacy agency financed by the Federal government and other sources with full ethnic, cultural, racial and sexual representation	7	8
Establish immediately a Cabinet post of children and youth to meet needs of all children	8	4
Health, welfare, education and bilingual-bicultural growth of all children must be given top priority	9	7
Immediate, massive funding for development of alternative optional forms of public education	10	9
A change in our national way of life to bring people back into the lives of children	11	5
Elimination of racism demands many meaningful Federal programs, particularly an adequate family income maintenance floor	12	12

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*Under the weighted voting system, 1st place votes received 16 points, 2nd place votes 15 points, 3rd place 14 points and so on. Each concern's total points determined its rank in the listing.

	Weighted Vote*	Ranked by No. of 1st Place Votes Only
A national land use policy must be developed to guarantee the quality of leisure services, social services and our nation's natural resources for all children	13	15
Universal developmental child care without sex role stereotyping will help to eliminate institutional, individual sexism	14	16
All institutions and programs that affect children must involve children as active participants in the decision-making process	15	13
The Indian representatives of this Conference will recommend that all levels embark on a vigorous practical approach to enhance the future of our children	16	14

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* Under the weighted voting system, 1st place votes received 16 points, 2nd place votes 15 points, 3rd place 14 points and so on. Each concern's total points determined its rank in the listing.

Recommendations
Specific Forum

	Rating	No. of Votes
Provide opportunities for every child to learn, grow, and live creatively by reordering national priorities	1	933
Redesign education to achieve individualized, humanized, child-centered learning. We support proposed National Institute of Education with this goal	2	820
Establishment of citizen community action groups to implement the multitude of excellent recommendations which have evolved out of this White House Conference on Children	3	771
Reform justice system; emphasize prevention and protection; replace large institutions with small, homelike facilities	4	735
Rights of children, including basic needs and education, require legal and other accountability of individuals and agencies responsible for providing them	5	618
Establishment of a child advocacy agency financed by the Federal government and other sources with full ethnic, cultural, racial and sexual representation	6	602
A Federally financed national child health care program which assures comprehensive care for all children	7	514
To enhance the self-worth of all children, and to achieve early population stabilization, we recommend consumer-determined, publicly funded programs of (1) family life, sex and population education, and (2) voluntary family planning services and safe abortion available to all	8	482
Resolved: The President immediately and unequivocally express his commitment to enforce existing legislation to end racism and discrimination	9	481
The establishment of a Department of Education with Cabinet status, backed by a National Institute of Education	10	430
Establish immediately a high-level, independent Office of Child Advocacy, with a network of local advocacy	11	427
Department of Family and Children with Cabinet status: state and local councils, all adequately funded	12	406
Comprehensive developmental programs for handicapped or potentially handicapped children from birth to six be mandatory	13	382

	Rating	No. of Votes
The United States can and must drastically reduce injuries—perinatal, traffic, poisoning, burns, malnutrition, rats—and provide health and safety education	14	364
Quality developmental child care requires thoroughly trained personnel and parent and community control of programs	15	337
Federal support for independent research and dissemination of information on existing and alternate forms of education	16	316
Establish a people-oriented, National Institute for the Family for action, advocacy, implementation, legislation and research	17	299
A Federally financed national child health care program which assures comprehensive care for all children	18	293
The right-to-read effort be established as a top national priority supported by special legislation and funding commensurate with its critical importance	19	271
Promote expressions of identity through physical-emotional identity learning, parent education, and an international children's year	20	270
It is essential for a national body to be formed to assure the implementation of the recommendations of the 1970 Children's Conference	21	259
That these words be included in the Pledge of Allegiance to the flag: ". . . stands; *and dedicate myself to the task of making it one nation, . . .*"	22	196
That cross-cultural, participating experiences must be provided for *all* children so they may understand the concepts and goals of justice in terms of human relations; and that community decision-making processes and educational experiences must provide for the participation and knowledge necessary for a personal, realistic commitment to the democratic system	23	152
Establish a national task force to develop an Office of Leisure Services at Federal and state levels	24	120
In an effort to begin the process of improving the quality of life for children (some of whom we can each call by name) the members of Forum 20 (Child Development		

	Rating	No. of Votes
and Mass Media) are making such recommendations as to affect and implement many concerns regarding humane human development and the mass media. We are unwilling to suggest the relative dispensibility of any one of our recommendations. They are all urgent and affordable	25	89

1970 White House Conference on Children Back-up Statements of Major Recommendations

These are back-up statements of the major recommendations submitted by the clusters, forums and independent caucuses. The statements are in two parts. The first presents overriding concerns identified by forum clusters and independent caucuses. The second part covers the top recommendation of each of the forums. The order of the statements was randomly selected and corresponds to the order of recommendations on the official ballot.

Overriding Concerns

Comprehensive Family Oriented Child Development Programs Including Health Services, Day Care and Early Childhood Education

We recommend that the Federal Government fund comprehensive child care programs, which will be family centered, locally controlled, and universally available, with initial priority to those whose needs are greatest. These programs should provide for active participation of family members in the development and implementation of the program. These programs—including health, early childhood education, and social services—should have sufficient variety to insure that families can select the options most appropriate to their needs. A major educational program should also be provided to inform the public about the elements essential for quality in child care services, about the inadequacies of custodial care, and the nature of the importance of child care services as a supplement, not a substitute, for the family as the primary agent for the child's development as a human being.

Federal funding must be available immediately for the first year for spaces for 500,000 children, increasing 250,000 spaces per year until it reaches all families who seek it and all children who need it.

The Development of Program to Eliminate the Racism Which Cripples All Children

Much has been written and said about racism in our country, yet this crippling process permeates all elements of our society. Unlike racial segregation which can be at least partially dealt with by direct government intervention, racism is far from being uprooted from the hearts of the American people. It is a social disease that most of us carry. The tragedy is that we are unaware of our subconscious feelings of superiority and inferiority.

To rid this nation of racism we must bring to the attention of our people the gravity and scope of this disease, explaining how it is manifested and how it is dangerously vitiating the strength of our nation and dividing it against itself.

We must set up the mechanism of education to assist people to become aware of their racism and to begin to rid themselves of it.

Conquering racism is America's most challenging issue. It requires immediate attention by all levels of government. It requires serious self-examination by every American. If we continue to ignore this problem, the nation itself is in jeopardy.

Reordering of National Priorities Beginning with a Guaranteed Basic Family Income Adequate for the Needs of Children

We call for a reordering of priorities at all levels of American society so that children and families come first. At the national level we recommend that the proportion of our gross national product devoted to public expenditures for children and youth be increased by at least 50 percent during the next decade, and that the proportion of the Federal budget devoted to children be at least doubled during that period. We recommend that an annual income at the level necessary to meet the needs of children be guaranteed to every family in the Nation. Support for families should be provided to the family as a *unit* without prejudice against variant family structures and with recognition of differing cultural values and traditions. This call for a reordering of priorities is addressed to all levels of our society: government, business, industry, mass media, communities, schools, churches, neighborhoods and individual citizens.

Improve Nation's System of Child Justice so Law Responds in Timely, Positive Ways to Needs of Children

In a time of soaring child neglect, abuse and delinquency, the White House Conference believes that concerned citizens everywhere must reappraise the entire child justice system. Deficiencies of the system contribute to this alarming increase.

Not only do we need more and better trained judges and staff, but community resources must be available. We need a complete restructuring of child and juvenile laws; laws which emphasize not guilt or innocence, but which seek out and treat with compassion those who come to the law's attention.

Law must be restructured to aid and guide; to humanize, not stigmatize; law must strengthen and improve the quality of family life.

We need a massive plan for small community-based care facilities, foster homes, group homes, and day care. When children must be involuntarily confined, let it be only after full due process and legal safeguards and let it be to home-like institutions staffed with competent, concerned persons dedicated to care and not to storage and punishment.

A Federally Financed National Child Health Care Program Which Assures Comprehensive Care for All Children

We believe that this country is moving toward a more formalized national health program. It seems feasible that implementation be in stages, and we urge that children be given first priority. We, therefore, recommend that, as a first step, a Federally financed comprehensive child health care program be established. This program will require a stable, permanent, Federal financing mechanism, possible through a combination of payroll taxes and general tax revenues. Reimbursement procedures, including prepayment, must be designed to create incentives for more rational, organized, and efficient systems of health care delivery which stress illness prevention and health promotion. We also believe that this program and all Federal programs providing health care services to children should allocate a specific percentage of their budgets to help finance new resources in areas of critical need.

A System of Early Identification of Children with Special Needs and which Delivers Prompt and Appropriate Treatment

Children cry out for help, but are seldom heard. Least able of all are those with special needs: the retarded; the physically and mentally handicapped; those whose environment produces abuse, neglect and directs the child to anti-social conduct. Even the intellectually gifted child has special needs: he does not fit into the conventional mold.

We call on the communities to find new ways to identify and reach these children. We urge the schools, the health and welfare agencies to better serve these children—by parent and community education, by improved case-finding methods.

We recognize that in many communities sources of case referrals are painfully inadequate. We know even when programs are available, agencies are too often unresponsive.

We urge each community to reexamine its social conscience, to ask if it is doing all it can for these children. Let us not, for lack of concern, allow such children to become the social and physical misfits of tomorrow. Let each community, with generous aid from State and Federal funds, make available effective care for children with special needs.

Establishment of a Child Advocacy Agency Financed by the Federal Government and Other Sources With Full Ethnic, Cultural, Racial and Sexual Representation

This Agency will be charged with the fostering, the coordination, and the implementation of all programs related to the development of childhood identity. To foster this development the Agency will be especially concerned with programs which strengthen family life in any form it occurs. These programs will involve 1) education for parenting, which emphasizes the recognition of the uniqueness of every child, 2) the establishment of a National Commission to strengthen and enhance cultural pluralism, and 3) the development of community based comprehensive resource center for families.

Establish Immediately a Cabinet Post of Children and Youth To Meet Needs of All Children

We strongly recommend that the President and Congress immediately establish a Department of Children and Youth at cabinet level, responsible directly to the President of the United States. This department, with heavy youth involvement at policy level, would encompass all Federal agencies and institutions dealing with children and youth; would present and protect the needs and rights of children and youth; and would set standards and monitor all Federal, state, and local programs serving the needs of children.

This department is needed because children have not received the attention due them in our society under the existing fragmented organizational structure. We concur with the President that with one-fourth of our population under the age of 14, it is only right that this segment receive proper recognition.

The Concerned Kids Caucus

Health, Welfare, Education and Bilingual-bicultural Growth of ALL Children Must be Given Top Priority

The future of our children and their families has grown bleak and full of despair. When the richest nation on earth has a government that, with a clear conscience, can deafen its ears to the poverty-filled cries of ten million poor children, then America has lost its soul indeed.

We who represent the Spanish-speaking-Spanish-surnamed minority groups are adamently united in that those injustices forced on us will be exposed and rectified.

We will unite our resources to change an administration that can light a Christmas tree on the White House lawn on the same day that a manpower development bill (S.3867) is vetoed, thus putting out the Christmas lights of hope for ten million poor children.

Merry Christmas White House in the Name of Our Children.

Spanish-Speaking, Spanish-Surname Caucus

Immediate, Massive Funding for Development of Alternative Optional Forms of Public Education

Education has long been locked into a monolithic structure that has frustrated most fundamental efforts for change. We need to develop a wide range of new options and new programs within and parallel to the present system of public education. We need funds—massive funds—to develop and implement a variety of alternatives, but there are many alternatives that require little or no additional funds. Legislative exemptions from regulation and the imagination to free ourselves from the binding constraints of unexamined tradition can in themselves be combined to produce significant changes.

We seek the right to be wrong, to make mistakes in our quest for better education. Such experimental programs must be *optional* —not required. Experimental programs should be evaluated and held to the same criteria of evaluation as existing programs.

Evidence should be applied equally in seeking change or seeking not to change. Provision must be made to protect the interests of everyone concerned and to guarantee that the development of alternatives not be an unwitting support of bigotry or segregation.

A Change in Our National Way of Life to Bring People Back Into the Lives of Children

We must change our national way of life so that children are no longer isolated from the rest of society. We call upon all our institutions—public and private—to initiate and expand programs that will bring adults back into the lives of children and children back into the lives of adults. This means the reinvolvement of children of all ages with parents and other adults in common activities and responsibilities. It means parent-child centers as opposed to child development centers. It means breaking down the wall between school and community. It means new flexibility for schools, business and industries so that children and adults can spend time together and become acquainted with each other's worlds at work and at play. It means family-directed community planning, services and recreation programs. It means the reinvolvement of children and adults in each other's lives.

Elimination of Racism Demands Many Meaningful Federal Programs, Particularly an Adequate Family Income Maintenance Floor

Racism, individual, institutional, and collective, that permeates American society has resulted in psychological and physical damage to its children—Black, brown, red, yellow, and white.

This racism has created an environment which hinders the learning capacity of all children, even those with special family resources.

Similarly, this racism has made it impossible for children to obtain the health services vital to their survival, growth, and development.

Removal of external handicaps to the family and support of internal strengths through Federally sponsored and financed programs acceptable to and designed by these families is of the highest priority.

Programs that deal with discrimination in employment and lack of access to financial resources should take priority over currently popularized programs.

The greatest injustice to children can be found in the failure to provide wholesome physical environments and services.

A positive vote for this resolution by White House Conference on Children delegates is vital to all children.

Black Caucus

A National Land Use Policy Must Be Developed To Guarantee The Quality of Leisure Services, Social Services and Our Nation's Natural Resources for All Children

A national land use policy must encompass the *Social* as well as the *Physical* environment of children. A national land use policy must address itself to cities as well as to open spaces. A national land use policy must assure space set aside for recreation and leisure activities, for adequate housing, for public transportation systems, for sidewalks and bicycle paths, for learning stations (such as museums, libraries), and must address itself to pollution of air and water as well as to noise pollution.
The quality of life for a child is affected by the quality of the physical and social environment which must provide him or her with a broad variety of educational and leisure experiences.

Universal Developmental Child Care Without Sex Role Stereotyping Will Help to Eliminate Institutional, Individual Sexism

We demand:

A commitment to a network of quality child care developmental services for all children whose families seek them;

complete separation of all child welfare development services from public assistance programs;

condemnation of sexism—the belief that women and men must play separate sex-linked roles with women in a subordinated position;

censure of the White House Conference itself for demonstrating sexism through the domination of decision-making processes by men and execution of details by women;

flexible and/or shorter work week hours for women and men, to provide wider opportunities outside the home for women and more child care and home life for men;

For women, as for men, for girls as for boys, anatomy should be a part not the whole of one's identity and destiny. We urge unanimous adoption of this resolution.

Women's Caucus

All Institutions and Programs That Affect Children Must Involve Children as Active Participants in the Decision-making Process

Children are powerless people. Like other minority groups they are denied the basic right to participate in the decisions that govern their lives. Their dignity is smothered, needs go undetected, fresh ideas are lost, programs are mis-directed, and their decision-making capacities go undeveloped.

Perhaps there is no one quality more important for the developing self than a feeling of involvement in what is taking place. The lack of consultation and involvement is the cause of the continuing war between children and society. When the child is a part of something, then he becomes responsible.

If, for example, children, not just youth, had been included in the White House Conference as both delegates and planners, we might have come into sharper focus on their needs and at the same time have made an affirmative statement of their worth.

The Indian Representatives of this Conference Will Recommend That All Levels Embark on a Vigorous Practical Approach to Enhance the Future of our Children

American Indians are a unique people within American society, guaranteed by treaties, congressional laws and individual actions of United States Presidents. Violations of this relationship have been numerous because neither Congress nor the various United States Presidents have been active in carrying out the provisions of these guarantees. President Nixon has declared that certain innovations conducive to self-determination will be implemented by his administration.

The American Indian Caucus of the White House Conference on Children declares that the President should follow through with his stated INDIAN policy of self-determination for American Indians without termination of government responsibilities with INDIAN tribes.

The American Indian takes pride in his land and desires to protect its physical and cultural environment from any outside exploitation.

American Indian Caucus

Provide Opportunities for Every Child to Learn, Grow, and Live Creatively by Reordering National Priorities

The creative child whom we wish to nurture is curious, wonders and questions; seeks new experiences; is open to the world; independent and free from social and group pressures to conform at the cost of individuality; willing to risk error; play with ideas and experiment; willing to change and live with change.

Such a child is in the heart of every child but presently our schools and communities are not providing the atmosphere and resources for the development of such creative persons.

In response, we must foster in each community the development of total educational programs available to every child through a more diverse and flexible educational system, more creative approaches to learning, a stress on early childhood education, the expansion of cultural and creative learning centers, and the integration of aesthetic education in every school, institution and agency which serves children.

Forum 6

Redesign Education to Achieve Individualized, Humanized, Child-centered Learning. We Support Proposed National Institute of Education with this Goal

A major redesign of education is urgent. Educational technology, defined as a logical process of learning design, can help achieve this goal.

An overriding goal of redesign should be development of an educational system responding to the needs of individual learners through personalized evaluation, individualized learning, and the thorough preparation of all persons involved in their education.

We specifically urge that legislation authorizing N.I.E. provide for applied research and development efforts in educational technology within the Institute and that educational technology be defined in this legislation as described in our report.

A process which:

A. Identifies needs of learners, individually and collectively

B. Determines what must be done to meet those needs and considers alternative solutions and options

C. Involves individual learner in selecting the best way to meet his needs

D. Designs and implements the selected strategies and tools

E. Evaluates their effectiveness

F. Revises when necessary

Forum 9

Establishment of Citizen Community Action Groups to Implement the Multitude of Excellent Recommendations Which Have Evolved Out of this White House Conference on Children

The White House Conference process is one of proposing and influencing the passage of legislation that will enhance the physical and social environment of children. While acknowledging the success of this process, it is our conclusion that no legislation, however commendable, can be a valuable instrument of social change unless a structure exists that extends the legislative process to a point that guarantees its provisions are implemented at the lowest level of society. Existing processes are not accomplishing this task adequately.

Therefore, it is urgent that procedures be created which guarantee that our efforts here become a tangible reality to children, and that our words become effective processes.

Young Americans, striving to accept the responsibilities of citizenship find few positions of responsibility open to them. It is our sense and that of many delegates at this conference, that a new thrust is imperative. We submit that the process described herein is one workable answer to this need: a mobilizing force at the grass roots level which is composed either of youth or of youth and concerned adults that will work for the CHILDREN—NOW!

Contemporary history indicates that the recent impact of youth upon our society has been one of conscience and sober responsibility.

Therefore, let it be resolved that: (A) A need exists for the construction of a power base that will serve as a booster to the existing concerns of our present youth and how they relate to our *Children—Now;* and for those currently in power at the local, state, and Federal levels to have an honest approach to change.

(B) Delegates to this conference be made to feel the necessity to continue the White House Conference process by committing themselves to activities of organization, mobilization, and sensitivity within their communities.

(C) That we cause to exist a body of people composed of two members of each of the forums of this conference.

(D) At least one of these must be a youth.

(E) Geographic, economic, and ethnic factors must be taken into consideration for selection.

(F) That this body be completely autonomous in nature. (G) That neither sanction, endorsement, or funding for this body be accepted if it in any way endangers its autonomy.

We suggest five options of initiating procedures at the community level:

(a) a working rapport with the White House Conference process

(b) utilization of existing youth organs.

(c) university-based urban studies coalition groups.

(d) National Community Programs, Inc.

(e) Community Self Starters.

We strongly feel that best potential for the new thrust is offered by the Self Starter method, but this requires a moral encouragement from a non-managerial existing body, and a cogent liaison with the delegates of this Conference.

It is imperative that there be a strong interaction with existing community organizations, responsible and effective.

These ideas apply not only in implementation of ideas to better the child's physical and social environment, but also in developing suggestions made by other forums in this Conference.

Reform Justice System; Emphasize Prevention and Protection; Replace Large Institutions with Small, Homelike Facilities

Children in trouble are crying for HELP! Prevention of abuse, neglect, and delinquency should be the top priority of this nation, and should be stressed by all citizens, officials, agencies and institutions. We believe the Federal government must assist state and local units of governments financially and in other ways in improving the juvenile justice system. All children in trouble and in need should be diverted from the justice system unless court proceedings are necessary to protect the child. No child under the age of 16 should be placed in a jail or penal institution. No child under 14 should be committed to a training school. Instead we recommend that small, home-like treatment-oriented facilities such as shelter homes, foster homes, youth homes, group homes, and half-way houses be developed and financed by Federal, state, local and private funds, and be staffed with trained, concerned personnel.

Forum 23

Rights of Children, Including Basic Needs and Education, Require Legal and Other Accountability of Individuals and Agencies Responsible for Providing Them

Every child is entitled to good health and care from conception, and to at least minimum standards of food, shelter and clothing, and to effective education, in an environment of economic security. Individuals, agencies and public bodies offering these services to children have seldom been held legally accountable for ensuring competent performance. Therefore we recommend that methods of redress be established to hold accountable those who render services to children to a standard of care commensurate with the skill their profession requires, and to hold accountable those private and public bodies which fail to render adequate services to children.

Forum 22

Establishment of a Child Advocacy Agency Financed by the Federal Government and Other Sources With Full Ethnic, Cultural, Racial and Sexual Representation

This Agency will be charged with the fostering, the coordination, and the implementation of all programs related to the development of childhood identity. To foster this development the Agency will be especially concerned with programs which strengthen family life in any form it occurs. These programs will involve 1) Education for parenting, which emphasizes the uniqueness of every child, 2) the establishment of a National Commission to strengthen and enhance cultural pluralism, 3) the development of community based comprehensive resource center for families.

Forum 2

*A Federally Financed National Child Health Care Program Which Assures Comprehensive Care for All Children

We believe that this country is moving toward a more formalized national health program. It seems feasible that implementation be in stages, and we urge that children be given first priority. We, therefore, recommend that, as a first step, a Federally financed comprehensive child health care program be established. This program will require a stable, permanent, Federal financing mechanism, possible through a combination of payroll taxes and general tax revenues. Reimbursement procedures, including prepayment, must be designed to create incentives for more rational, organized, and efficient systems of health care delivery which stress illness prevention and health promotion. We also believe that this program and all Federal programs providing health care services to children should allocate a specific percentage of their budgets to help finance new resources in areas of critical need.

Forum 10 (*See footnote reference at top of page 436)

	Votes	Rank
* *Comprehensive Child Health Program*		
A Federally financed National Child Health Care Program which assumes comprehensive care for all children (17th item on list—by Forum 10)	540*	7
Identical recommendation (19th item on list—by Forum 11)	293	18
Combined gross total	833	5
Net total (less estimated overlapping vote of 17% of latter item or 50 votes	783	5

Corrected total as tabulated by Alexander Grant & Co., but erroneously reported on Press Release of Dec. 22, 1970, as 514.

To Enhance the Self-worth of All Children, and to Achieve Early Population Stabilization, We Recommend Consumer-determined, Publicly Funded Programs of (1) Family Life, Sex and Population Education, and (2) Voluntary Family Planning Services and Safe Abortion Available to All

It is the right of every child to know about his own sexuality and identity without the legal restrictions now imposed upon distribution of information and services to minors. Family life and sex education should be a multi-faceted approach including community involvement, information on methods of planning families, and emphasis on the uniqueness of each individual within his own family.

Family planning services are defined as services to all family members, including the education, comprehensive medical and social services necessary to permit individuals freely to determine and achieve the number and spacing of their children. Family planning services include contraception, sterilization, and abortion. The full range of services should be available to all, regardless of sex, age, marital status, economic group or ethnic origin; and should be administered in a noncoercive and nondiscriminatory manner.

We recommend a national program to educate all citizens in the problems of population growth, and to develop programs to achieve population stability. Population growth in the United States occurs primarily among affluent and middle class whites, and programs designed to achieve population stabilization should be directed to reducing their natality.

Forum 16

Resolved: The President Immediately and Unequivocally Expresses His Commitment to Enforce Existing Legislation to End Racism and Discrimination

The President should make the elimination of racism and all discrimination against minorities the No. 1 priority of this administration. We insist he address his moral authority as President to this issue in his State of the Union Address.

There is flagrant disrespect of law and order in this country when it comes to the rights of minority groups. Existing laws, treaties, and court decisions are not enforced, e.g., various Indian-American Treaties, the 1843 Guadalupe-Hidalgo Treaty. We are also concerned about the continuation of the concentration camp laws. We insist the President use his authority to enforce this legislation and these decisions.

Incisive reports have been made laying bare the present destructive results of racism and the incipient dangers. We urge that these reports—National Advisory Commission on Civil Disorders U.S. Civil Rights Commission, Committee on Minority Group Children of the Joint Commission on the Mental Health of Children—be given the widest possible dissemination. We urge that their judicious recommendations, which might save our nation, be immediately implemented.

Forum 18

The Establishment of a Department of Education with Cabinet Status, Backed by a National Institute of Education

to establish national education policies and to promote constructive change in present educational practices, with the over-riding purpose of developing each individual's potential to the fullest, and improving our society.

This requires substantial increases in Federal appropriations to achieve the following:

salvaging the growing number of school districts now on the verge of collapse.

providing massive implementation of what we know is good quality education as well as further experimentation through a wide variety of educational institutions, but insisting on public accountability.

We make this recommendation in light of our conviction that school is a concept, not a place, and that schooling and education are not synonymous.

Forum 5

Establish Immediately a High Level, Independent Office of Child Advocacy, with a Network of Local Advocacy

Forum 24 passed the following recommendations:

A. That the cost of the Child Advocacy program be paid from Federal tax monies, with provision for use of other supplemental funds, without the requirement for matching funds.

B. States, local communities and neighborhoods can develop their own programs. States which do not develop comprehensive plans and hence do not develop state councils would not receive Federal funds for state programs. The Federal law should provide that direct local or neighborhood grants for local planning could be made where no state council was developed or the National Child Advocacy office determines the state plan insufficient. Such direct local or neighborhood grants will not be subject to veto by state officials.

C. Local councils shall be so structured as to maintain effective citizen control while providing for active participation of community agencies and organizations concerned with the child.

Department of Family and Children With Cabinet Status: State and Local Councils, All Adequately Funded

Acknowledging that the family is society's primary unit for developing human potential and transmitting cultural heritage, we charge parents and children with enhancing their ability and responsibility to strengthen their own family life; furthermore

We recommend that a Department of the Family and Children with the status of a cabinet post and councils and commissions on state and local levels be established, adequately funded, and charged with the responsibility for:

coordinating services to families and children;

reconstructing old programs;

developing new programs; and performing other functions, such as:

convening a White House Conference on Families and Children at least every five years with ongoing activities in states and local communities with children participating at all levels;

supporting policies which provide for part-time employment without discrimination for parents who wish to spend more time with their children; and assuring the right of all children to have legally responsible, permanent parents.

In the interim, we strongly urge increased support for the Office of Child Development.

Forum 15

Comprehensive Developmental Programs for Handicapped or Potentially Handicapped Children From Birth to Six be Mandatory

We affirm that complete comprehensive child health care should be recognized as a top priority for all children in the Nation. The child with handicapping conditions has often been denied his right to health care because of the difficulties in meeting his special needs. This recommendation will allow handicapped children to achieve the fulfillment of their potentials which is the right of all children.

Recommendation—

Inclusive within comprehensive health needs, diagnostic, treatment, and educational services be provided handicapped children without arbitrary barriers.

There are many programs for which legislation and authorization have been completed. We feel that full appropriation of all such legislation is an important first step in improving and expanding the potential of handicapped children. An example of such legislation is the recently enacted Developmental Disabilities Act (Public Law 91–517). Cognizant of the failure to appropriate authorized funds, we recommend the full appropriation of authorized funds for programs dealing with handicapping conditions, especially in those programs which focus on manpower training, the provision of services, and research.

Forum 12

The United States Can and Must Drastically Reduce Injuries—Perinatal, Traffic, Poisoning, Burns, Malnutrition, Rats and Provide Health and Safety Education

The top priority for this nation's development and utilization of its resources must be its children because:

1. They form the essential element of human, social, and economic propagation;

2. The majority of this country has a vested interest in the well-being of its children;

3. Individually or collectively, they are unable to provide their own supportive political forces and power;

4. They are constantly changing but they continue to represent an essential element of our nation's present and future; and

5. They become, or are already, a truly disadvantaged populati without appropriate support.

With these tenents as a framework, the concept of children's injuries has been incorrectly defined, and consequently decisions relating to children's injuries have reflected a restricted perspective. Childhood injury encompasses interdependent physical, psychological, social and environmental factors.

Forum 13

Quality Developmental Child Care Requires Thoroughly Trained Personnel and Parent and Community Control of Programs

The two most important factors in insuring quality in developmental child care are adequate training of the personnel who work with the children and the responsiveness of the programs through parent and community control.

A massive increase in training efforts is essential to meet the goal of universal availability of developmental child care. Adequate funding to provide training for at least 50,000 additional child care workers must be added annually over the next decade. Training should be directed toward trainers, professional, preprofessional, and volunteer staff who work directly with children, administrative and ancillary staff of child care programs, parents, and youth. A complete program should include training for parenthood in the public schools, started before the Junior High School level, and with opportunities for direct experience in day care centers. The training should include both male and female students.

True responsiveness of programs to insure quality can only be established by requiring control in individual programs by parents of the enrolled children. Parents and local communities must also control 1) local distribution of funds, 2) community planning and coordination, and 3) monitoring and licensing functions.

Forum 17

Federal Support For Independent Research and Dissemination of Information on Existing and Alternate Forms of Education

To encourage and support independent research relating to the development of those evaluative systems and processes designed to measure those aspects of human development which are not generally considered in the present system of public education.

To encourage and support independent investigations and critical evaluations of educational programs, motives, goals, systems, and practices currently in use, and/or suggested as experimental models for future use. Such a commission would consider for support studies and experiments designed to explore, for example, the extent and the validity of the alleged myths and misconceptions governing our educational culture.

A national "information-on-educational alternatives" body which, using television, films, and other media, bring to parents, teachers, students, and communities, a more extensive understanding of the wealth of educational alternatives now available in the United States and elsewhere. (The body will be not only a central source of information, but an active dispenser or new information.)

Forum 8

Establish a People-oriented, National Institute for the Family for Action, Advocacy, Implementation, Legislation and Research

Recognizing that the family is the dominant socializing agent and the primary interface between the individual and society, its central position must be considered by the White House Conference on Children in making recommendations for improving the well being of our Nation's children.

It is vital that children living in all types of family structures, e.g. single parent, traditional, dual work, commune, etc., have equally available options for self fulfillment.

Present human service systems tend to fragment and undermine the family. All such delivery systems should be redirected to provide services and support *through* and *to* the family as a *unit* with recognition of the different needs, strengths and weaknesses of varying family forms. Therefore, we recommend that an Institute for the Family be established by the Congress as a quasi-public organization. The process for its operation should be assured by establishing a trust fund through a per capita assessment drawn from Federal taxes.

This Institute should have a broadly representative Board of Directors and be adequately staffed for carrying out its functions. These functions are:

1) Serve as an advocate for families and children;

2) Provide the mechanisms for assuring follow-up and implementation of the White House Conference recommendations at all levels;

3) Develop and support demonstration, action, research and evaluation programs which focus on building new environments for families and children; reorder existing services and programs to fit around desires and aspirations of families, and to involve families in their development and implementation;

4) Examine existing legislation for its effects on variant family forms;

5) Take action against legislation, regulations and practices which are punitive to children because of their discriminatory policies against the integrity of families or variant forms of parenting; and

6) Technical assistance to state and local programs for families and children.

Forum 14

A Federally Financed National Child Health Care Program Which Assures Comprehensive Care for All Children

We believe that this country is moving toward a more formalized national health program. It seems feasible that implementation be in stages, and we urge that children be given first priority. We, therefore, recommend that as a first step, a Federally financed comprehensive child health care program be established. This program will require a stable, permanent, Federal financing mechanism, possible through a combination of payroll taxes and general tax revenues. Reimbursement procedures, including prepayment, must be designed to create incentives for more rational, organized, and efficient systems of health care delivery which stress illness prevention and health promotion. We also believe that this program and all Federal programs providing health care services to children should allocate a specific percentage of their budgets to help finance new resources in areas of critical need.

Forum 11

The Right to Read Effort Be Established As a Top National Priority Supported by Special Legislation and Funding Commensurate With Its Critical Importance

The single overriding goal of this recommendation is national literacy. For generations we have accepted as a fact that literacy is imperative to the survival of a democracy. As an ideal, nothing less than universal school attendance in the United States, we are decidedly short of universal literacy. The Right to Read Effort (launched in September of 1969) has made a beginning toward improvement. However, obstacles still remain. The effort needs to be strengthened, coordinated, and specifically funded on a scale commensurate with the job to be done. The goal requires national awareness of the problem; national coordination of research;

rapid improvement in teacher education; development of effective instructional materials; integration of school experiences with home and community resources; and adoption of modern management procedures within the education sector.

Forum 7

Promote Expressions of Identity Through Physical-emotional Identity Learning, Parent Education, and an International Children's Year

Whereas in our present society, complicated by cultures within cultures, many children experience insecurity, fear, and prejudice; and

Whereas a positive self-concept and a satisfactory realization of role are vital in a rapidly changing society;

We Propose to Federal, state, and local governments:

That programs be funded to encourage high priority for the affective learnings (those dealing with feelings and imagination) balancing the current emphasis on cognitive learnings (those dealing with factual knowledge); provide resources such as a cultural bank; and provide necessary teacher re-training.

That funding be provided for programs of Parent Education which offer new options in child rearing, conflict-resolution, and self-identity growth.

We propose to the United States Government and to the United Nations that these and other recommendations of the White House Conference on Children be promoted and celebrated through an International Children's Year comparable to the International Geophysical Year with a possible target date of 1975.

Forum 3

It is Essential for a National Body to be Formed to Assure the Implementation of the Recommendations of the 1970 Children's Conference.

Recommendation No. 21 does not have a back-up statement.

That These Words be Included in the Pledge of Allegiance to the Flag:

". . . stands; *and dedicate myself to the task of making it* one nation, . . ."

Our primary concern is that all Americans, concerned with the future of our children, join in faith and work to make the values expressed in our pledge of allegiance to the flag, a living fact in American life.

Under the administration of President Dwight D. Eisenhower, Congress revised the pledge to the flag to include the phrase "under God." We recommend that it be further revised to read "I pledge allegiance to the flag of the United States of America and to the Republic for which it stands; *and dedicate myself to the task of making it* one nation, under God, indivisible, with liberty and justice for all."

This would provide Americans of all ages, races and cultures with a realistic, affirmative pledge to deepen our common commitment to a truly free, truly responsible and truly united society.

Forum 4

Recommendations of Forum 25

Whereas we recognize that the American home, school, and community are failing to provide the examples, experiences, and knowledge that will teach *all* children about democratic values and processes, Forum 25 recommends:

That cross-cultural, participating experiences must be provided for *all* children so they may understand the concepts and goals of justice in terms of human relations;

And that community decision-making processes and educational experiences must provide for the participation and knowledge necessary for a personal, realistic commitment to the democratic system.

Establish a National Task Force to Develop an Office of Leisure Services at Federal and State Levels

This office shall have as its objectives and responsibilities promotion or administration of:

a. Education in the knowledge, attitudes, and skills for creative participation in leisure activities.

b. Coordination of resources and services relevant to leisure at all levels of organization, public and private.

c. The use of all educational media for the purpose of education in leisure.

d. Ensuring that availability of resources be equal for all, having in mind minority groups, socioeconomic level, and geographic lo-

e. Leisure resources and activities should be used to strengthen rather than fragment family life.

f. Involvement of children and youth at the community level in decision-making regarding use of leisure resources.

g. Education in the importance of the total physical environment.
cation.

h. Standards for personnel, services, and facilities.

i. Long-term research and development relevant to leisure and its role in survival and enrichment of human life.

j. Ensuring that leisure resources are included in all public and private land and urban developments.

The President and the respective governors should immediately appoint task forces representative of children, minority groups, and the broad areas of leisure activities to develop plans for the implementation and operation of the offices and to serve as ongoing advisory groups.

Forum 21

In an effort to begin the process of improving the quality of life for children (some of whom we can each call by name) the members of Forum 20 (Child Development and Mass Media) are making such recommendations as to affect and implement many concerns regarding humane human development and the mass media. We are unwilling to suggest the relative dispensibility of any one of our recomendations. They are all urgent and affordable

Forum 20

The 1970 White House Conference on Children and Youth Staff

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